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THE OXNARD GENERAL PLAN

1990 LAND USE AND CIRCULATION ELEMENTS

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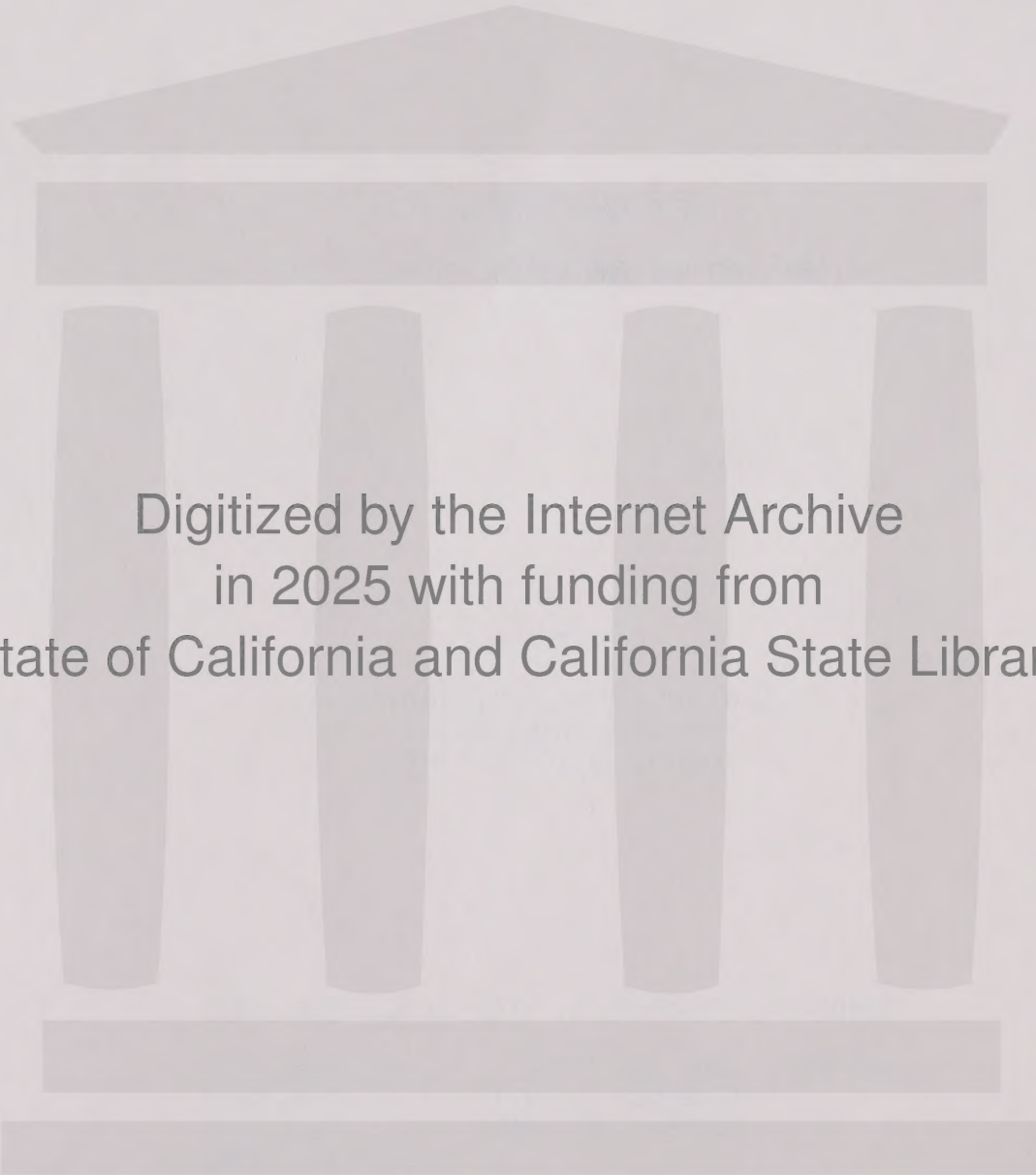
THE OXNARD GENERAL PLAN

1990 LAND USE AND CIRCULATION ELEMENTS

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CHAPTER I

INTRODUCTION

THE PLANNING PROCESS

Oxnard's planning process guides urban development toward goals and objectives, in accordance with adopted policies. A conscious effort shapes the physical environment for the welfare of Oxnard's citizens. This document, including the Land Use and Circulation Elements, is part of this process.

The planning process periodically reviews the City in response to changes in technology, economic and social influences, and concern with the quality of life. This review is documented through revisions to the City's General Plan.

The General Plan is a comprehensive document. It covers all aspects of the environment, and considers the consequences associated with change. Consequently, the General Plan is an outline or framework guiding decision-making, both public and private. It directs the growth, rebuilding and modernization of Oxnard into the type of city desired by its citizens.

AUTHORITY FOR THE GENERAL PLAN

The California State Planning Law (State Government Code, Section 65300, et seq) sets forth the elements of the General Plan, both mandatory and optional. Mandatory elements include: Land Use; Circulation; Housing; Open Space; Conservation; Seismic Safety; Safety; Noise; and Scenic Highways. The City may, from time to time, also adopt elements which are optional under State law.

Recent amendments to California zoning law (Government Code Section 65860) and subdivision law (Section 66473.5) require consistency between the objectives, policies and land uses of the General Plan and the regulatory devices provided for in the Zoning Ordinance or in the subdivision approval. According to State General Plan Guidelines, the General Plan is no longer "only a very broad policy guide...not necessarily binding on local legislative actions. With this new status comes new responsibilities..general plans need to be clearly written, tightly structured, internally consistent documents (with a clear distinction between content that is purely descriptive and actual adopted policy)".

NEED FOR THE GENERAL PLAN

The General Plan is prepared to meet current issues and events in the larger area which affect the City. Emerging regional and State programs are concerned with these issues and events:

1. Air pollution
2. Water quality
3. Transportation
4. Urban form
5. Agricultural land
6. Coastal Zone Management
7. Airports and their surrounding land uses

Oxnard's policy and planning discretion may be diminished or eliminated by these programs. The General Plan is designed to influence these programs, while preserving the opportunity to continue the City's planning process. Valuable analysis and goal development has been completed by citizens and City staff. These reflect, among other things, an awareness of reduced expectations for population growth. The General Plan consolidates and conserves these efforts, providing a tool for constructively working with new State and regional programs. On the other hand, if these emerging programs mandate changes in Oxnard, such mandates can be incorporated into the General Plan.

The General Plan is the City's major development policy document. Consequently, the essential components required by the State and Federal governments have been included. The General Plan, therefore, is an accurate and adequate document for use in intergovernmental relations.

REFINEMENT OF THE GENERAL PLAN

The General Plan is a complete, self-sufficient document. However, there are still opportunities for refinement. This General Plan serves as a foundation. A basis for discussion is provided. An evaluative tool is created to study trends, such as changes in pattern and intensity of land use and population growth. For example, this plan foresees moderate control over the rate of present growth (See Chapter III). However, after observing the resultant form and texture of future development shown in this plan, changes may be recommended for future revision of the General Plan.

1. GOALS

A set of general citizen goals has been developed for the General Plan. Citizen goal development is a method of fine tuning the General Plan in the future. For example, State General Plan Guidelines recommend that goals consider various time horizons: short term - five years; middle term - five to fifteen years; and long term - beyond fifteen years. The format could be followed in future refinement of the General Plan. In addition, goals can be integrated into a harmonious set of objectives, standards and implementation programs (See Chapter II).

2. LAND USE ANALYSIS

Another opportunity is the refinement of land use analysis. The City continuously monitors general land use. However, a complete file of current land use data is not presently available, due to staff and financial limitations. Neither is there a continuous monitoring of land consumption trends and holding capacities. State General Plan Guidelines recommend a comprehensive land use analysis. These recommendations are inherent in the General Plan and its Environmental Impact Report. A comprehensive land use analysis process and document would provide a strengthened foundation for the planning process. Land use analysis enables further specification of planning issues and policies.

3. GENERAL PLAN SCENARIOS

Consideration of alternatives is part of the planning process and related Environmental Impact Reports. In addition, preparation of General Plan scenarios can high-light alternatives and increase understanding of issues by staff and citizens.

A scenario is an outline or synopsis. In the planning context, scenarios are sketch plans of alternative futures, including maps and text. The purpose is to provide an evaluative tool. For example, scenarios can illustrate alternative sizes, forms, and emphasis in the development of Oxnard. The alternatives are designed to increase understanding of the underlying issues.

4. IMPLEMENTATION TOOLS EVALUATION

The planning process uses a whole catalog of implementation tools. Reference to these tools is found in State Guidelines and Federal Rules and Regulations. There is need to analyze these tools in detail, in order to most effectively implement

planning goals. Various strategies can be used by the City according to choice of tools and their combination of variation. Each tool is most useful if it is perfected through comparative testing and analysis. This General Plan provides a list and description of implementation tools. Further analysis, through special studies, can refine implementation tools.

CHAPTER II

ISSUES AND GOALS

ISSUES

State General Plan Guidelines recommend identification of land use and circulation issues. This is difficult, since circulation issues can be any matters which are in dispute between two or more parties. (Webster's Seventh New Collegiate Dictionary)

Local governments have recently been confronted with certain issues in great detail. These issues concern the general "quality of life" questions which often extend beyond City boundaries. In response to these issues, new forms of State and regional planning efforts are emerging. Consequently, the topics listed in Chapter I, and their interaction with one another, are part of the issues confronting the City. In turn, their effects on the City create other sets of issues. As indicated in the first chapter, a fundamental purpose of the General Plan is to work with and influence these issues and programs.

Many of "quality of life" issues require "critical decisions", i.e. decisions which have potential major impact on the size, form and character of the City and the nature of its government. These decisions are in the context of greater concern with the environment. There is awareness that all citizens live on a finite "spaceship earth". There is awareness that "critical decisions" on the environment and energy can have direct and drastic impact on planning, or even on day-to-day lifestyle. As one extreme example, the Federal and State government have suggested prohibition of most vehicle trips on high smog level days. In a more specific sense, "critical decisions" by the City staff may have national and international ramifications. One example is the siting of major energy-related facilities in the Oxnard area. Such "critical decisions" can affect and change the character of Oxnard and its "quality of life".

The federal government has specified certain matters which a City should consider in setting its priorities. (Land Use Element Rules and Regulations, Federal Register, August 22, 1975.) These are listed below because the City intends to meet such essential requirements in the General Plan.

In addition, the specification of issues is recommended by State General Plan Guidelines. Thirdly, the following provides a checklist of topics for formulating the General Plan.

1. Projections of land use needs and land resource development, including energy facilities siting needs;
2. Housing needs, including housing assistance, and the relationship of housing to employment opportunities;
3. Identification of public facilities, utilities, open space and recreation needs, transportation needs and other services required to support projected uses of land;
4. The impact of the City's proposed policies (including tax policies) on air and water quality, coastal zone management waste disposal areas of critical concern, natural resources including productive soils (especially for agricultural production), availability of, and need for, conserving natural resources and energy, and disaster mitigation activities;
5. Distribution of growth including possible locations for new communities, large scale projects and key facilities;
6. The conservation of energy through land use strategies designed to reduce energy consumption and the development of policies designed to facilitate the recovery of energy resources in a manner compatible with environmental protection and future reuse of lands; and
7. The effect of major Federal activities on State, area-wide and/or local planning and development.

GOALS FRAMEWORK

In response to emerging issues, citizen participation has developed a list of goals for Oxnard. These goals are part of the broader framework of policy development found in the planning process. The following terms are used to explain this process:

1. Goals - General ends or aims toward which the plan is directed. Goals are unspecified and do not have a time frame.
2. Objectives - Specific ends or aims. Meeting a series of objectives will move toward achieving a goal. Objectives often have more specific subject matter and time frames than goals.
3. Programs - Orderly, specific sets of actions in the near future to achieve goals and objectives. Programs should include a schedule, financing, procedures and analysis.

4. Policy - Courses of action formally accepted by the City to guide and determine present and future decisions. Goals, objectives, and programs become City policy when formally adopted by the City Council.
5. Principles - Universal, general planning practices which guide the evaluation of topics such as land use or circulation.
6. Standards - Specific concepts or criteria. Standards enable more precise evaluation and are used in the writing of ordinances or the provision of specific urban services and facilities.
7. Findings - Pertinent facts, problems, and issues summarized from staff investigation. When citizens and staff relate findings to goals and objectives, they may change City policy and programs. The changes, if followed through, can solve problems and change the underlying factors or trends which initially determine the findings.
8. Obstacles - Real or potential obstructions which impede attaining the objectives of a plan. Some obstacles can be attacked by the programs of the City. Others are generally beyond City control.

The above can be packaged as a system. General goals can be specified by objectives. Preliminary goals and objectives can be modified in light of findings. The final set can be implemented by a program. This program can either recognize or overcome obstacles. The program can use standards in its implementation. When goals, objectives and programs are finally adopted by the City Council, they become City policy.

GOALS FOR OXNARD

The following goals and subgoals for Oxnard have been developed through a citizen participation process, as adopted by the City's General Plan Study Committee. These goals shall guide preparation of the General Plan.

GOALS OF THE GENERAL PLAN STUDY COMMITTEE

The General Plan should enhance the character, quality and livability; plus the social, cultural and physical amenities now existing in Oxnard.

GROWTH CATEGORY

GOAL NUMBER 1

Control and limit growth, based on the City's ability to provide the necessary governmental services and municipal utilities.

- A. Guide growth into those areas of the City where the extension of services is minimized.
- B. Base growth on the ability to provide public services.
- C. Allow phased development only when contiguous to existing developed areas.
- D. Establish urban limits line for ultimate City expansion.
- E. Public service costs which are a direct result of a new development will be borne by the initial developer.
- F. Proposed new development will provide a cost/revenue analysis of both the first and second generation costs and revenues. Proposed funding of special costs to the developer and special costs to the City will be included.
- G. Proposed new development lacking one or more of the municipal utilities or City services shall be considered for development only on an exception basis, when in the interest of the City.

ECONOMIC CATEGORY

GOAL NUMBER 2

Encourage a stable, diversified, well-balanced economy.

- A. Inventory and determine optimum utilization of natural and man-made resources.
- B. Assure a variety of economic opportunities throughout the City.
- C. Require for industrial and commercial development, high quality standards that will preserve agricultural land and promote agriculturally oriented industry, insure compatibility with the community and minimize adverse environmental impacts.

GOAL NUMBER 3

Preserve agricultural lands through a thorough, aggressive and positive program.

TRANSPORTATION CATEGORY

GOAL NUMBER 4

Develop plans for transportation systems to support existing and proposed land uses throughout the City.

- A. The transportation plan, including streets, rail, air and sea, should be based on credible growth projections.
- B. The planned transportation systems should not be such as to stimulate growth.
- C. Neither streets nor other transportation facilities should be planned, constructed, or expanded, which would encourage expansion of present industrial zoning.
- D. The Ventura County Airport at Oxnard should retain its present role and be restricted in its growth to limit its use without expansion.

GOAL NUMBER 5

Develop a plan for a transportation system to move goods and people safely and efficiently throughout the City.

- A. A street master plan should be developed which focuses on the logical layout and naming of streets to improve traffic circulation.
- B. Adopt traffic control signs, signals, and street design at intersections which minimize stop-and-go traffic.
- C. Minimize through traffic in residential areas.
- D. Maintain street widths within residential areas to the present minimum, allowing parking and two-way automobile traffic and bike paths in order to discourage traffic and to increase the space available for home lots.
- E. The City should conduct an annual inspection of all streets encompassing: Existing conditions, current utilization, potential growth, and maintenance requirements, to establish priorities for fiscal budgeting.

GOAL NUMBER 6

Base future public transportation planning and action on alternative methods of transportation which emphasize energy conservation.

- A. Adopt a street network which will minimize vehicle miles traveled.
- B. Provide a City-wide system of safe and efficient bicycle routes, or lanes, for commuter, school and recreational use.
- C. Alleviate legal restrictions on the operation of buses and car pools.
- D. Provide a computer car pool assignment service.
- E. Encourage low-pollution alternatives to the conventional automobile, specifically: bicycles, buses, car pools, and electric vehicles.
- F. Promote acquisition of low-pollution vehicles for City government and public transportation.

GOAL NUMBER 7

Identify, establish, preserve and enhance a system of scenic routes within the City.

RESIDENTIAL AND HOUSING CATEGORY

GOAL NUMBER 8

Promote adequate housing for all persons regardless of income, age, sex, race, religion, family type, or ethnic background.

- A. Encourage the maintenance of viable residential neighborhoods and increased rehabilitation of blighted and declining neighborhoods.
- B. Encourage the elimination of all unsafe and unsanitary housing and stop further residential blight.
- C. Assure the fairness and adequacy of compensation and relocation assistance to persons and families displaced by public improvements.
- D. Encourage the development of sufficient housing for all economic groups to keep pace with the demand forecasted for the future.
- E. Pursue appropriate financial programs and incentives directed toward low and moderate income households.
- F. Encourage quality homes for upper income residents in order to gain, as well as retain, such people within the City and obtain collateral tax base benefits.

GOAL NUMBER 9

Promote equal opportunity for open and free housing choice by location, price, type and tenure.

- A. Encourage housing for both the home ownership, as well as the rental market.
- B. Discourage and eliminate discrimination in the sale, lease or renting of housing.
- C. Insure the size of subsidized housing developments which are economically viable, but small enough to be well integrated into the community and not overly concentrated in any one area.

- D. Avoid the creation of ghettos by encouraging housing for lower income households throughout the City.

GOAL NUMBER 10

Provide a guide for municipal decisions which affect the quality of the housing stock and inventory.

- A. Encourage public financial assistance to residents and owners of property in residential areas designated for rehabilitation.
- B. Take an active involvement to establish, maintain and enhance the character, quality and livability of existing residential, commercial, and industrial areas by a program of conservation and rehabilitation of existing structures and replacement with new structures.
- C. Insure by regulations that the community continues to offer a range of housing opportunities.
- D. Encourage development of complete neighborhoods in order to provide needed public and private services.
- E. Encourage development making efficient and effective use of existing utilities and those planned for the near future.
- F. Insure housing for the elderly which is convenient to adequate public and private services such as transportation, commercial, recreation, cultural and health facilities.
- G. Assure the necessary public services and utility networks to all residents which will promote and serve orderly growth, while relieving existing deficiencies.
- H. Improve neighborhood identity by limiting through traffic and providing neighborhood oriented facilities such as parks, schools and convenience shopping.
- I. Insure that the Housing Element is reviewed on an annual basis by a Citizen Advisory Committee representing a cross section of the population.
- J. All residential densities should be decreased to realistic levels which limit urban sprawl but provide the widest possible choices in housing for the least expenditure of governmental services.

GOAL NUMBER 11

In regard to housing, coordinate, on an on-going basis, cooperative information gathering, program development, and implementation, including all government levels, the public, consumers, and producers.

- A. Encourage the coordination and uniformity in all regulations relating to housing to expedite the construction of homes.
- B. Encourage new construction methods and housing types to increase the supply of housing for all segments of the population.
- C. Promote communication between the public sector and the building industry on the matter of housing needs and how they may be successfully met.
- D. Encourage housing made possible by government-sponsored funding and increase the amount of housing sponsored by non-profit organizations.
- E. Promote county-wide coordination in data collection and housing programs.
- F. Encourage communities and neighborhoods to participate and promote neighborhood conservation and beautification programs.
- G. Provide incentives for privately sponsored rebuilding of the downtown area of the City.
- H. Encourage subsidized housing to be distributed throughout the County in order to provide low and moderate income and minority families with a wide-range choice of housing location.

GOAL NUMBER 12

Promote good housing design to minimize the effects of housing upon the environment, protect housing from the environment, and conserve energy.

- A. Assure that housing location adequately considers geological hazards and ecological factors in siting.
- B. Assure that the location of housing does not destroy recreational sites or important open space resources.

- C. Require newly constructed multiple family dwellings to have useable open space for recreation and outdoor living, adequate soundproofing, better pedestrian access and circulation, and privacy for individual dwelling units.
- D. Encourage energy conservation features in new and existing dwelling units, such as solar energy systems and energy-saving appliances.
- E. Improve neighborhood identity by limiting through traffic, and providing neighborhood oriented facilities such as parks, schools, and convenience shopping.
- F. The City should enhance the character, quality and livability of the City.
- G. A program of conservation and rehabilitation of existing structures and replacement with new structures.
- H. Establish a low density, high quality housing area.
- I. Establish transitional zones between commercial and industrial areas and residential neighborhoods.
- J. Establish a ratio of open space land to density.
- K. Provide a variety of housing types throughout the City.

GOVERNMENTAL SERVICES CATEGORY

GOAL NUMBER 13

Assure the necessary governmental services and utilities to all residents within the City, which will promote and serve orderly growth while relieving any deficiencies.

- A. Master plans for all departments should be programmed to meet projected future population growth throughout the City.
- B. Existing developed areas which are deficient in public services should be given priority for those services.
- C. Conduct day-to-day administration and decision-making in the context of longer term goals.
- D. Initiate a complimentary system of performance monitoring and citizen involvement for the physical, social and economic planning of the City.

GOAL NUMBER 14

Fire services should balance fire prevention programs with a comprehensive rescue and fire-fighting program.

GOAL NUMBER 15

Categorize, update, and maintain the disaster planning process to reflect data and policy considerations of the Seismic and Safety Element and contingency planning in the field.

- A. Insure that all facilities necessary to carry out post-disaster emergency services are located, whenever possible, in areas of low seismic risk.
- B. Evaluate disaster plan demands and potential effectiveness in terms of various earthquake intensities. Create county-wide systematic review of emergency preparedness organizations and police departments and programs.
- C. Refine information and criteria at the micro-scale to mitigate groundshaking effects: land use capability, building location, evacuation routes, circulation, utility location, fire prevention, and emergency communication systems.
- D. Develop a contingency plan for tsunami and update, if necessary. Include consideration of areas to be warned and evacuated under the tsunami warning plan and contingency plan for alerting boat owners, so that boats can be moved to the open space.
- E. Identify and survey places of public assembly, such as hospitals, schools, fire stations, churches, and buildings that could expose large numbers of persons to injury in case of structural failure.
- F. Maintain on a continuing basis a specific current list of:
 - 1. Those facilities whose continued performance is critical immediately after an earthquake.
 - 2. Those structures whose failure would cause a sufficient number of injuries and perhaps substantial loss of life.
 - 3. Those structures whose failure would result in an unacceptable level of potential economic loss.
 - 4. Those facilities or structures identified as a hazard in regard to structural deficiencies surveyed.

G. Institute a major disaster education program.

H. That all people affected by a potential hazard or immediate danger receive a general notificaton.

GOAL NUMBER 16

Actively investigate and pursue realistic, ordinary and innovative grants and programs available from public and private sources.

GOAL NUMBER 17

Analyze social service needs of all segments of the community and promote programs to meet those needs.

PARKS AND OPEN SPACE

GOAL NUMBER 18

Promote and develop a comprehensive park system.

A. Citizen input should be encouraged in all City projects relating to parks, recreation and cultural facilities.

B. Current and potential methods of park financing should be reviewed with respect to cost effectiveness.

C. The Parks and Recreation Element of the General Plan should be reviewed on a periodic basis by the Parks and Recreation Commission.

GOAL NUMBER 19

Encourage and preserve open space through mechanisms such as linear parkways, scenic easements, and preservation of trees and farmland.

GOAL NUMBER 20

Preserve and develop the scenic and recreational potential of beaches and Channel Islands Harbor for all segments of the population.

EDUCATION CATEGORY

GOAL NUMBER 21

Develop a comprehensive educational program which will provide the educational opportunities needed to enable all citizens to attain their individual potentials.

- A. Develop a master educational planning process which provides priorities for school site acquisition for each segment of the education system from pre-school to a four-year college.
- B. Provide coordination between City-owned facilities and school districts in order that mutual facilities are used in their optimum potential throughout residential areas.
- C. Develop both adult and pre-school educational activities which provide opportunities for all segments of the City.
- D. Provide for educational and cultural enrichment for all ages and portions of the City.

GOAL NUMBER 22

Promote a system of schools throughout residential areas, maintaining close coordination between City-owned facilities and school districts in order that mutual facilities are used to their optimum potential.

GOAL NUMBER 23

Increase the cultural opportunities of the community.

URBAN DESIGN CATEGORY

GOAL NUMBER 24

Promote urban design as an integral part of the General Plan.

- A. Set style and architectural standards for each industrial and commercial area.
- B. Encourage and preserve visual identity and character for the City and its component communities and neighborhoods.
- C. Encourage a human scale in urban development to provide opportunities for interaction and privacy while avoiding alienation and anomie.

- D. The City should be organized into recognizable communities and neighborhoods by the location of public and private facilities to nucleate activities and focus identity.
- E. Create and maintain a strong, identifiable central core area which offers the surrounding community a cluster of governmental, cultural, recreational, and commercial urban services.
- F. Regulate Oxnard's horizontal and vertical expansion to ensure preservation of existing scenic views, natural topography, and natural physical amenities.
- G. Develop a land use plan which provides the structure for a balanced community meeting the housing, commercial and employment needs of all the citizens.

CONSERVATION AND ENVIRONMENT CATEGORY

GOAL NUMBER 25

- A. Identify and mitigate hazards to assure personal health and safety with minimum effect on the environment.
- B. Establish environmental standards as they relate to air, water, and noise pollution.

GOAL NUMBER 26

Promote the conservation of existing resources and enhance the quality of renewable resources.

- A. The City should actively pursue the preservation of open space and agricultural lands.
- B. Encourage retention of natural eco-systems in wet lands, dunes and natural water courses, such as the Santa Clara River.
- C. Promote the recycling of urban wastes.

GOAL NUMBER 27

Preserve important historic, cultural and natural aspects of our local heritage, and maintain an environment which supports diversity and variety of individual choice.

CRIME CATEGORY

GOAL NUMBER 28

Fight crime by using a balance of enforcement and prevention.

- A. Police per capita ratios should be developed to maximize field patrol services throughout the City.
- B. The latest law enforcement communication techniques should be employed to decrease response time.
- C. Police services should be well publicized throughout the education system, with emphasis on the elementary school level, and should encourage joint police-citizen participation at the neighborhood level for all segments of the community.
- D. Develop recreational program utilizing existing public facilities to deter crime.
- E. City physical planning should implement Police Department input to reduce potentially dangerous areas.
- F. Crime prevention devices (deadbolts, locks, peepholes, etc.) should be required for all new development and encouraged for all existing development.

CHAPTER III

BACKGROUND AND ANALYSIS

INTRODUCTION

In the broadest sense, the General Plan is an analysis process. This process includes research to identify present conditions, analysis to crystallize issues, including problems and potentials, and synthesis to evolve proposals to respond to the issues.

The following summary of the analytical process is based on State General Plan Guidelines.

LAND USE

Data is gathered and analyzed based on relationships of land uses to population growth, economic development, social change, natural features, and circulation. These affect the capacity for development which, in turn, is evaluated based on citizen involvement in issues and goals. Potential patterns and categories of land use are developed and tested against alternatives. The land uses selected are proposed in harmony with the City's standards for development. Means of implementation, priorities and timing of growth are identified.

CIRCULATION

Circulation is studied in a manner similar to land use. Ideally, the study should be simultaneous with and complement land use. However, in addition, the State notes specific matters which should be considered, such as: specific needs of groups, such as children and older persons; impact of transportation on sense of community identity and residential livability; growth-inducing impact of transportation systems; transportation system finances; and effect on clean air standards (Federal Clean Air Act).

The scope of analysis in the General Plan includes existing knowledge and policies. Many documents provide information and criteria for the General Plan. These are listed in the bibliography. Both adopted City plans, as well as reports and studies, are included. Many of Oxnard's problems and issues are discussed in detail in such documents. In addition, various outside references have been consulted, such as planning texts,

federal publications, or general plans of other agencies. Such informational documents provide a basis for the facts and figures used as assumptions in the General Plan. These documents, in addition, relate to one another inasmuch as they include, as a common basis, land use and population estimates incorporated into transportation plans by the County.

1. Basis for Planning: Economic Potential - This report is a revision of the economic and population portions of the previous study used as background for the 1969 General Plan. Important topics include population trends, trends in income of residents, age distribution, school needs, industrial and commercial growth, and potential further research and analysis.
2. Ventura County Sub-Regional Transportation Plan 1975 and 1976 - Oxnard's land use and population projections (the 1990 Projected Population and Employment Distribution Study) have been approved by the City Council for incorporation into this plan. Transportation generation is based on subject land use. The plan documents recommended transportation facilities and services and the methods to achieve them, all on a County-wide basis.
3. Land Use Data by Analysis Zone 1975-1990 - This technical land use breakdown of the above plan of the County Planning Department indicates, on a finer scale, the pattern and intensity of land use in 1975 and 1990.

SUMMARY OF ANALYSIS

LOCATION

The City of Oxnard is located on the Oxnard Plain in the southern portion of Ventura County. This plain is almost exclusively composed of flat alluvial land of prime, but poorly drained, soils, and is bordered by mountains and the Pacific Ocean.

The City of Oxnard is located within a Sphere of Influence, which represents the probable ultimate physical boundaries and service area of the City. The Sphere of Influence is used by the Local Agency Formation Commission, a state mandated agency, in evaluating annexation to, and proposals for, cities and special districts. The Sphere of Influence for Oxnard is the area bordered by: the Santa Clara River and the South Mountain ridge on the north; Walnut Avenue, the Beardsley Wash, Revolon Slough, and Wood Road on the east; the U.S. Navy Pacific Missile Test Center, Point Mugu, on the south, and the Pacific Ocean on the west.

The Sphere of Influence contains about 75 square miles, of which about 23 square miles is annexed. Of this annexed area, about 10.6 square miles are developed, about 4.0 square miles are in the streets, and the remainder is in vacant, agricultural, and miscellaneous non-urbanized uses.

The City of Oxnard is also located within a Planning Area, which includes Oxnard's jurisdiction and areas which, in the Planning Department's judgement, bear a relation to its planning. (Section 65300, State Government Code.) In determining the Planning Area, a starting point is the Sphere of Influence. In addition, the Point Mugu Pacific Missile Test Center is included in the Planning Area because of its urban character, proximity to Oxnard, employment base, and potential provision of utilities from Oxnard.

Of more immediate concern to the City is the Urban Growth Area. This is the area of contiguous, urbanized development anticipated in 1990. The Urban Growth Area includes both corporate and unincorporated land over which Oxnard may desire to regulate or influence land use, since all this area has the potential for annexation to the City.

POPULATION GROWTH ASSUMPTIONS

The planning process is aided by establishing milestones in population growth. These are estimates of future population at certain years. These milestones help plan City improvements and are used to evaluate and estimate other varied factors, such as housing, traffic generation, or purchasing power. While certain set numbers are used for planning purposes, these are subject to periodic revision.

Population growth is an inexact, complex subject. The City relies on projections of other agencies. For example, the population projections in this plan represent County-wide population futures, which were divided up among the individual cities. This process involved examination of growth experience and assumptions by City and County planning staffs. In turn, the County projections represented a share of the latest regional and state figures. In this manner, there is a common basis for discussion among government agencies. A more detailed discussion is found in the Basis for Planning: Economic Potential study.

As a general "rule of thumb", the Oxnard Planning Area will reach 150,000 in 1990. The actual assumption, based on the above-mentioned process, is 147,500, as found in the Ventura County Subregional Transportation Plan. The 147,500 figure has already

been incorporated into detailed land use studies used by the City and Ventura County. This figure is placed in the context of five-year milestones through the year 2000 (Table 1). These projections are not policy constrained. They represent no deliberate effort to control or limit growth. Consequently, this General Plan may be considered a "growth trend plan". All expected population is provided for. There are two implications: (1) any growth control policies should be evaluated with this baseline; and (2) population generation of major, extraordinary projects should be added.

TABLE 1

POPULATION GROWTH ASSUMPTIONS

Year	Ventura County	Planning Area	Growth Area*
1975	432,400	99,800	96,300
1980	496,600	114,200	110,700
1985	563,000	131,200	127,700
1990	632,100	147,500	144,000
1995	698,400	162,600	159,100
2000	790,400	183,500	180,000

*The "non-growth area" of rural territory surrounding the Growth Area is assumed to have no significant population growth and to remain constant (3,500).

It is also important to note that these population assumptions do not represent a range of alternatives. Alternatives do exist, both because of policy effects and because of the impact of change in growth factors (i.e. births, migration, education, etc.). The assumptions presented are in the middle of the range of alternative future populations.

LAND DEVELOPMENT ASSUMPTIONS

Land utilization and absorption often increase together with population growth. Table II represents land use growth assumptions developed in conjunction with population growth assumptions. The projected population was assigned to residential neighborhoods and commercial and industrial areas in accordance with staff assumptions as to the completion of development. Development completion was in the context of the assumed overall density, once a neighborhood or area was completed. Lower overall densities, in comparison to the 1969 General Plan, were assumed. This reflects housing type projections, as discussed in greater detail in the Basis for Planning: Economic Potential. The summary, as indicated on Table II, represents about 40% increase in land development between 1975 and 1990.

While the overall density and intensity of development is specified in this General Plan, the exact pattern or timing is not specified. Avoidance of exact pattern or timing controls encourages the give and take of market decisions affecting development. Exact controls may have undesired economic effects by distorting market prices. An orderly market can be constrained, also, when property cannot be developed, as in probate.

This General Plan only provides a general prediction of anticipated development. Certain areas are indicated as developed or partly developed in 1990. To guide the City, staff has assigned assumptions of completion. This context of density and intensity is conceptually general. In most cases, control over timing comes when development is imminent. Specific plans may determine the exact location. In addition, development is subject to review under the City's Phasing Policy. Outside the area shown as developed, new development is discouraged by the City's Phasing Policy. This policy is a portion of this General Plan. Annexation, as approved by LAFCO, is also important. These, and other controls and approvals, generally are administrative, rather than time controls. They do have real effects in terms of the timing and pattern of development.

Assumptions of completion are based on the development distribution concept. This development concept was originally used in land use projections for the County Subregional Transportation Plan. The 1990 Population and Employment Distribution Study allocated the projected number of dwelling units forecast for 1990. A prescribed gross residential density was assigned to neighborhoods which are partly developed. Industrial land was also allocated, on the basis of 18 gross acres per 1,000 of the projected population, to partially developed industrial areas, would be saturated by the population forecast for 1990. Consequently, a development index was established which indicated the expected percent of completion of each neighborhood or area. The development index was based on past location and rates of development of existing zoning, and the general availability or lack of public services. In most instances, no effort was made to determine which portion of a neighborhood or area would be developed by 1990. In several specific instances, preference was indicated for development to occur in a specific portion to insure better land use relationships and better access to existing and proposed utilities and services.

The development distribution concept permits land use patterns to be established in terms of 1975, 1990 and saturated development, as determined by population growth and based on the densities indicated on the Land Use Map. In 1975, the Growth Area had a population of about 100,000 or about 50% of the capacity of saturated development of partially developed neighborhoods. By 1990, the population would increase to about 150,000, or about 75% of saturated development. Using the population growth assumptions in Table I, saturation would be by about the year 2005. Therefore, the area shown as developed in 1990 in the General Plan represents about a forty-year supply. Some of this supply is new land and some is redevelopment of existing land at higher densities.

The result of this exercise, using the development distribution concept, is to provide a forty-year supply of land and a potential 100% increase in population (Tables I and II). In accommodating, without limiting, urban growth, the question remains as to what is a reasonable supply of vacant and redeveloped land. There is a trade-off between available supply and orderliness of development. More exact policies and market studies can assist such determination. The Phasing Policy in Chapter IV is a general effort to direct development into areas where public services are or can be made available at optimum costs.

Table II

LAND DEVELOPMENT ASSUMPTIONS,
OXNARD GROWTH AREA (1)

	<u>1975</u>	<u>1990</u>
Residential Total: (2)	3,665	4,975
Low Density	2,867	3,630
Medium Density	361	511
High Density	437	834
Commercial	562	625
Industrial	1,114	2,032
Community Service	1,434	1,964
Total	6,775	9,596

Notes: (1) All figures are net acreage (without streets).

- (2) Low density = 6 DU/Ac. @ 3.6 people/DU.
Medium density = 18 DU/Ac. @ 2.7 people/DU.
High density = 30 DU/Ac. @ 2.0 people/DU.

People per dwelling unit is as of 1975, and is expected to decline in the future.

Source: Land Use Data by Analysis Zone 1975/1990. Planning Division, Ventura County Environmental Resources Agency, February, 1976.

CHAPTER IV

LAND USE

INTRODUCTION

This Land Use Element is written in accordance with Section 65302 (a) of the State Government Code, which requires:

A land use element which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of the land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas.

The land use chapter is divided into three sections: (1) the description of each land use, including intensities of development and relation to other land uses; (2) the pattern of development of each area of the City; and (3) the phasing or timing of development.

The Land Use Map on Page 29 reflects the land use anticipated within the Oxnard Growth Area by 1990. A more detailed analysis for each of the land use categories is provided in Tables "A" through "I" on Pages in the Community and Neighborhood Analysis section.

DESCRIPTION OF LAND USES

RESIDENTIAL AREAS

1. The Neighborhood Unit

The residential pattern envisions the neighborhood as the smallest politically responsive physical entity in the urban environment. Neighborhood size is partly dictated by physical features such as the thoroughfare pattern. However, total population might vary

considerably, depending on age and its proximity to key urban activity centers.

As the basic unit, the neighborhood is a reference point for land use decisions. The neighborhood unit is a flexible design concept. It is the fundamental residential component containing a basic variety of land uses, services, and facilities. The neighborhood unit has the following characteristics:

A. Form and Design

- (1) Major barriers determine the neighborhood boundaries, such as the ocean, the river, and other major drainage courses, agricultural lands, power transmission lines, thoroughfares, freeways, and railroads.
- (2) The neighborhood centers upon the neighborhood park or elementary school, or their combination on a common site.
- (3) The size and population of neighborhoods will vary because of age and type of existing development, street and highway patterns, location of City-wide public and private facilities, and other factors.
- (4) Elementary schools and neighborhood parks are centrally located within direct, safe, walking distance of all portions of the neighborhood.
- (5) Local shopping centers cluster on the periphery of the neighborhood, at intersections of important streets.
- (6) To avoid sterility and monotony, neighborhood design encourages: a variety of street patterns; unique or individual physical characteristics; variation of visual form; flexible development intensity within average density frameworks; and other design innovations.

B. CIRCULATION

- (1) Through traffic within the neighborhood is discouraged, with loop streets and cul-de-sacs being employed where possible.

RESIDENTIAL

5.9 OR LESS D.U. / AC.

6. TO 7.9 D.U. / AC.

8.0 TO 11.9 D.U. / AC.

12.0 OR MORE D.U. / AC.

COMMERCIAL

CENTRAL BUSINESS DISTRICT

REGIONAL SHOPPING CENTER

COMMUNITY SHOPPING CENTER

DISTRICT SHOPPING CENTER

HARBOR RELATED

INDUSTRIAL

LIMITED INDUSTRIAL

LIGHT INDUSTRIAL

HEAVY INDUSTRIAL

PUBLIC UTILITY

AIRPORT RELATED

PUBLIC, SEMI - PUBLIC

MILITARY

PARKS

OPEN SPACE

CEMETERY

SPECIAL STUDY AREA

FREEWAY

THOROUGHFARE

MINOR THOROUGHFARE

RAILROAD

PLANNING AREA BOUNDARY

CITY LIMITS

NOTE: THIS IS A GENERALIZED LAND USE MAP. FOR SPECIFIC COMMERCIAL DESIGNATION REFER TO COMMERCIAL ZONE MAPS INCLUDED IN APPENDIX.

LEGEND



SPECIALIZED COMMERCIAL

- 1 TRUCK & HEAVY EQUIPMENT SALES & SERVICE
- 2 HIGHWAY RELATED COMMERCIAL USES
- 3 MEDICAL OFFICE DISTRICT
- 4 GENERAL
- 5 RECREATION AND / OR HIGHWAY RELATED COMMERCIAL
- 6 HEALTH CENTER / COMMERCIAL RECREATION
- 7 HOTEL/ANCILLARY VISITOR SERVING COMMERCIAL
- 8 SPECIALIZED SHOPPING
- 9 LOW INTENSITY / LIMITED RETAIL COMMERCIAL / HIGHWAY RELATED USES / AUTO DEALERSHIPS AND COMMERCIAL RECREATION
- 10 COMMERCIAL OFFICE
- 11 INDUSTRIAL SERVICE CENTER

1990 LAND USE OXNARD GENERAL PLAN



- (2) Local streets within the neighborhood provide access to residences and channel traffic onto collector streets.
- (3) Travel outside the neighborhood is upon thoroughfares located on the neighborhood periphery and fed by a system of collector streets from within the neighborhood.
- (4) Collector street design is discontinuous within the neighborhood, to encourage low speeds and low traffic volumes.
- (5) A safe convenient pedestrian system provides access to schools, parks and commercial facilities.
- (6) No single family development fronts directly on thoroughfares and highways.
- (7) Non-residential activities within the neighborhood serve the neighborhood, while those serving people outside the neighborhood relate to the street pattern on the neighborhood periphery.
- (8) All land uses provide adequate off-street parking for their needs.

C. Housing

- (1) A variety of living accommodations offer a choice of housing location, type, price, and tenure.
- (2) Neighborhood planning does not exclude persons because of income, race, sex, age, family type, or ethnic background.
- (3) A variety of housing types provides stability in school enrollments and protects the public investment in such facilities.
- (4) Compatible design, buffering, and transitional land use prevent radical impact of a more intense use upon a less intense use.
- (5) All housing types have equitable access to public and private facilities.
- (6) All housing types have equitable avoidance of adverse environmental impacts.
- (7) An adequate ratio of open and landscaped areas shall be maintained regardless of density.

D. Citizen Participation

- (1) The neighborhood is the basic unit of citizen participation in City government and planning.
- (2) The neighborhood design should strengthen personal identity while encouraging active awareness of one's environment and participation in civic affairs.

2. Residential Densities

The planning of residential neighborhoods demands particular community responsibility and concern. More than any other element in the City, neighborhoods must reflect a wide variety of individual tastes. If well designed, neighborhoods not only will strengthen an individual's personal identity, but will also increase awareness of the people and activities beyond the walls of his own home. This encourages active participation in the affairs of the entire community.

A variety of living accommodations throughout the City offers citizens a wide choice of housing types and price ranges, including high-rise apartments, garden apartments, townhouses, patio houses, marina-oriented housing, single family detached houses, and estates.

Significant amounts of higher density residential development encourage greater land conservation and private renewal in older areas. Appropriate quality controls discourage traditional apartment developments. Implementation policies encourage occupant ownership, better neighborhood design, lower income accommodations, and more habitable and rentable dwellings.

For these purposes, three types of residential neighborhoods are proposed. Their characteristics are summarized on Table III. Specific housing densities are shown in encircled numbers on the individual neighborhoods and reflect an average gross residential density for that neighborhood area. Average gross residential densities are calculated by determining the total amount of area available within the neighborhood and subtracting from the total all nonresidential land areas, such as commercial or industrial zoning, schools and parks, public utility facilities, such as substations or drainage channels and basins and area included in major thoroughfares.

The numerical density designations for the individual neighborhoods vary primarily due to the existing development that has occurred. However, they also reflect the policies and goals of the City, such as encouraging a mixture of housing types within the neighborhood.

These density categories should not be regarded as minimum designations to be attained, nor as an absolute limitation for every parcel of land; rather, they reflect the maximum average density for the neighborhood.

In some instances, vacant residential parcels remain in neighborhoods which have attained the maximum buildout permitted by the density designated in the Land Use Tables for that neighborhood. These parcels shall be permitted to develop for residential purposes at standard single family densities without requirement of a general plan amendment.

TABLE III
RESIDENTIAL DENSITY CHARACTERISTICS

<u>Characteristic</u>	<u>Type of Neighborhood</u>		
	<u>Low Density</u>	<u>Medium Density</u>	<u>High Density</u>
Average DUs/Gross Acre	6	8	12
Dwelling Units:			
6 DU/Net Acre	77%	63%	25%
18 DU/Net Acre	23%	37%	38%
30 DU/Net Acre	-	-	37%
Population: (1)			
6 DU/Net Acre	82%	76%	34%
18 DU/Net Acre	18%	24%	38%
30 DU/Net Acre	-	-	28%
Land Coverage: (2)			
6 DU/Net Acre	92%	83%	60%
18 DU/Net Acre	8%	17%	25%
30 DU/Net Acre	-	-	15%
Avg. Household Size	3.4	3.3	2.7

Notes: (1) 6 DU/Net Acre @ 3.6 people/DU (Example: Single Family Detached)
18 DU/Net Acre @ 2.7 people/DU (Example: Garden Apartments)
30 DU/Net Acre @ 2.0 people/DU (Example: Larger apartment structures of 20 to 30 units)

(2) Land coverage is based on net residential acres, which excludes parks, schools and other off-site improvements.

A. Low Density

The low density neighborhood is the typical post-world War II mixed neighborhood of predominately single family detached units. Low density neighborhoods average six dwelling units or less per gross acre. (Note: Gross acres include all streets within a neighborhood, but not thoroughfares at the edge of the neighborhood.) By 1990, such neighborhoods are still anticipated to be the predominant residential land use category in Oxnard.

Low density residential may include some multiple-type dwellings, such as cluster subdivisions, condominiums or townhouses within each neighborhood. Single family dwellings will predominate, however, and compose about 77% of the units in each low density neighborhood. These single family dwellings may be substituted with planned unit developments of equivalent density, i.e. about six dwelling units or less per net acre.

In terms of land coverage, about 92% of the net residential acreage would be single family units or equivalent densities. The remainder would be higher density multiples at about eighteen or less units per net acre. Higher density apartment complexes of over two stories are not included in low density residential areas.

The population balance would be about 82% in single family detached and 18% in multiples, reflecting the smaller family size in multiples. Respectively, about 3.6 person per household are in the single family areas, and 2.7 persons per household are in multiple areas (1975 data). The estimated persons per household is expected to decline in the future. In addition to household size decline (averaged for the population at large), is the consideration of changing lifestyle. For example, cluster and condominium type housing may average lower persons per household, even when the unit/acre density averages the same as single family detached housing.

B. Medium Density

The medium density residential neighborhoods average between 6.1 and 11.9 dwelling units per gross acre. These densities have been characteristic of older areas, such as La Colonia, and beach areas, such as Oxnard Shores. Higher densities in these areas have resulted, in part, from a smaller lot size or construction of several units on a single lot. Most development in these areas already exists. The housing mix

in these areas tends to resemble low density residential areas. The following discussion, therefore, is more applicable to new areas developing at subject density.

Medium density residential neighborhoods are anticipated to contain about 63% lower density units. These would average six units or less per net residential acre. In addition to single family detached units, planned unit developments of cluster housing and the like would be allowed if the average density did not exceed this standard. Secondly, about 37% of the neighborhood would be multiple family housing of no greater than eighteen dwelling units per net residential acre. Two-story garden apartments are typical of this density. However, other innovative multiple family housing designs, not exceeding eighteen dwelling units per net acre, may be encouraged.

In terms of land coverage, about 83% of the net residential acreage would be single family detached units or equivalent densities. Consequently, the major character of medium density neighborhoods would be single family. This characteristic is reinforced by not allowing higher than two-story apartment complexes or greater than eighteen units per net residential acre.

In medium density neighborhoods, about 76% of the population would live in lower density (6 DU/net acre) housing, and about 24% in garden apartments and similar housing (18 DU/net acre). In 1975, about 3.6 persons per household were found in the latter. As discussed above, these factors are expected to decline in the future.

C. High Density

Each high density residential neighborhood averages twelve units or more per gross acre. These neighborhoods are found next to freeways, in the Central Area, and in South Oxnard (due to existing high density development).

These neighborhoods still have a single family character, as single family type units, while amounting to about 25% of all units, cover about 60% of the net residential acreage. About one-half of the remaining dwelling units are low density multiples, duplexes and townhouses, which cover about 25% of the net residential acreage. The other half of the total remaining dwelling units would cover about 15% of the net residential acreage, and be three to four-story multiple family housing, at about thirty dwelling units per net acre.

The population balance would be about 34% single family residents, 38% low density multiple residents, and 28% higher density multiple residents. These percentages reflect the lower household size within increasing density at, respectively, 3.6, 2.7, and 2.0 persons per household (1975 data).

3. Residential Land Use

Table IV summarizes residential development proposed in the General Plan. This is based on the subject densities and the development distribution concept (Chapter III). On a neighborhood basis, this reflects the potential pattern of development and zoning as anticipated by planning staff. These estimates are not the same as the holding capacity of zoning, i.e. development of each parcel to the maximum allowed by zone. These assumptions correspond to the 1990 housing market scenario included in the Basis for Planning: Economic Potential and in the Housing Element.

The estimates in Table IV represent developed acres in 1990. This is based on about 75% population saturation of all neighborhoods fully or partly developed in 1990. Assuming population roughly represents land area, these neighborhoods would average out at 75% developed in 1990. Some of these neighborhoods may already be developed to capacity, while others may be less than half developed in 1990. Therefore, approximately 5,000 net residential acres will be developed in 1990. At saturation, the subject neighborhoods would have a population of about 193,000 and about 70,000 dwelling units, including an assumed 5% vacancy. In 1990, there would be approximately 53,000 units, with 5% vacancy, containing 141,300 population. Another 2,700 persons are estimated to be living in group quarters.

Table IV indicates that about 83% of Oxnard's 1990 residential land would be in low and medium density neighborhoods containing about 72% of the total units. This difference is because of the variation in household size between low, medium, and high density housing units, depending on the type of neighborhood.

In summary, Oxnard in 1990 would still have a predominant single family character. Some overall increase in densities would be expected, but nothing on the order of the 1969 General Plan. That document had shown some neighborhoods as predominantly medium density or high-rise residential units, i.e. 20 or 42 dwelling units per acre.

TABLE IV

RESIDENTIAL DEVELOPMENT SUMMARY,
OXNARD GROWTH AREA, 1990

	<u>Type of Neighborhood</u>		
	<u>Low Density</u>	<u>Medium Density</u>	<u>High Density</u>
Net Developed Acres	3,630	510	830
% Net Developed Acres	73.0%	10.3%	16.7%
Dwelling Units	32,300	6,000	14,700
% Dwelling Units	60.8%	11.4%	27.8%
Population	91,700	16,500	33,100
% Population	64.9%	11.7%	23.4%

COMMERCIAL

1. Introduction

A healthy business community can provide choice and convenience for the consumer, along with profits for the developer and businessman. To maintain a balance of commercial uses to residential uses, a commercial acreage based on population is specified. As a general standard, the total commercial allocations shall be 4.5 net acres per 1,000 population of the urban area. Assumed 1990 land use, as developed for the County Subregional Transportation Plan, shows 625 acres of commercial development. This is approximately 6.5% of the urbanized land foreseen for the Oxnard growth area.

This General Plan is not intended to force the rezoning of any existing commercial property. All commercial zones are shown on the seven community maps included in the appendix of the General Plan.

Commercial uses are grouped into functional units based on shopper linkages and other complementary relationships. To insure maximum safety and convenience to the user, insofar as possible, these commercial uses shall share parking, points of ingress and egress, and pedestrian areas.

The principle of categorizing, clustering and spacing commercial uses in planned shopping centers shall be maintained in order to achieve the following:

- A. Encourages general or heavy commercial uses to locate out of residential areas.
- B. Encourages commercial uses to locate in planned shopping centers which offer:
 - (1) Adequate parking, including parking for employees.
 - (2) Shared parking by uses with different requirements and peak use.
 - (3) Mall or special pedestrian areas.
 - (4) Minimum perimeter to impact on abutting uses.
 - (5) Integrated landscaping.
 - (6) Limited number of signs, with architectural coordination.
 - (7) Ingress and egress which are compatible with thoroughfare standards.

- C. Permits the various commercial functions to operate without interference with each other. Shopping centers are not constructed to provide competition for merchants, per se, but for convenience of shopping for customers.

2. Commercial Categories

Commercial activities have been divided into seven categories. Definitions for the four categories of shopping centers are also summarized on Table V.

- A. The Regional Center This center provides a complete range of retail facilities and is usually developed around one or more major department stores. The average square feet of gross floor area exceeds 400,000 with about one-third of it occupied by the major tenant. It serves a minimum population of 100,000 and occupies a site in excess of forty acres. Sites that occupy more than eighty acres become too large for efficient pedestrian travel. Between fifty and one hundred stores may be located in a regional shopping center. This type of shopping center should be located on thoroughfares large enough to carry a high volume of traffic.
- B. The Community Center This center provides a wide range of goods and often has a junior department store as its major tenant. The gross area ranges between 100,000 and 250,000 square feet, and is usually located on a site of ten to twenty acres. Twenty to forty stores may be located in a community shopping center. This type of center can serve a population of 20,000 or more persons. It is often too large to live off its immediate neighborhood trade, and too weak to make a strong impact on the community.
- C. The District Center This center is the local source of convenience goods and personal services for a population of 10,000 or more persons. The site occupies two to six acres, with a gross floor area of 20,000 to 70,000 square feet. Up to fifteen stores may be located in a district shopping center. The supermarket is usually its major tenant.
- D. The Neighborhood Center This center is located in a neighborhood and needs a support population of approximately 2,500 or more persons. It is located on a site of one-half to two acres, and must be convenient for the pedestrian shopper. Under ten stores may be located in a Neighborhood Shopping Center. A small convenience market is its major tenant.

- E. Central Business District This area should be encouraged to perform a Regional Shopping Center function during the planning period, and should be developed with proper relationships to the Civic Center, Community Center, and to office districts, hospitals and other non-commercial uses in the Central Area.
- F. Specialized Commercial This category includes all other commercial uses not found in the various shopping center categories, the Central Business District, or areas defined as strip commercial. Within the specialized commercial designation six principal groups of commercial activities are recognized as follows:

Heavy Commercial: including such uses as automotive sales and services, retail/wholesale activities with some fabrication and outside storage such as lumber yards and mini-warehouse storage uses.

Highway Related Commercial: including such uses as transient accommodations which include eating, sleeping, fuel, and auto repair facilities, when located at intersections with or along state highways, freeways or other designated major routes.

Commercial Amusement: (Recreation): including such uses as drive-in theaters, miniature golf, bowling alleys, skate board tracks, tennis or swimming centers and stadiums.

Professional Office District: including such professional office uses as medical, dental, engineers, architects, etc., which are not engaged in merchandising of products.

Airport/Harbor and Beach Related Commercial: including such uses which are dependent upon or require locational criteria in close proximity to these unique regional facilities.

Industrial Service Centers: including such commercial services within industrial areas which are subservient to the needs of the employees working there.

- G. Strip Commercial Strip commercial historically results in excessive amounts of commercial development along major thoroughfares. The depth of such areas is relatively shallow in comparison to shopping centers and specialized commercial areas. Instead of simultaneous development under a unified design concept, development is of diverse character and takes place over an extended period of time on individual lots. Historically, strip commercial areas have had excess amounts of vacant land because of limited market demand. This may

discourage development of alternative land uses within the commercial strip or adjacent areas because of fear or hope of additional commercial development.

Strip commercial areas may lack adequate off-street parking, proper vehicular access to the site, provision of pedestrian movement, sign control, or landscaping. The advantages of comparison shopping are not available. This lack of amenities contributes to the undesirability for customers and neighboring land uses.

In comparison to shopping centers, strip commercial:

- (1) creates additional perimeter between commercial and surrounding uses, usually residential;
- (2) does not normally permit shared parking, building utility systems, or trash pickup areas; and
- (3) requires many driveways along major thoroughfares, interfering with the movement of traffic.

New commercial uses are provided for in the planned hierarchy shopping centers, which do not have these deficiencies. Consequently, no new strip commercial areas should be permitted.

TABLE V
DEFINITIONS FOR SHOPPING CENTERS

Center	Acres	Major Tenant	Sales Area (1,000 Sq. Ft.)	No. of Stores	Population Support (1000's)	Location
Regional	40 Up	Major Department Store	---	50 to 100	100 Minimum	Intersection of two or more major thoroughfares
Community	10 to 20	Jr. Dept. Variety Store	100 to 250	20 to 40	30 Minimum	Intersection of major thoroughfares
District	2 to 6	Supermarket	20 to 70	Up to 15	10 Minimum	Intersection of two major thoroughfares or a major thoroughfare
Neighborhood	.5 to 2	Convenience Market	Under 10	Under 10	2.5 Minimum	On major or minor throughfares

TABLE VI
RECOMMENDED STANDARDS FOR SPECIALIZED COMMERCIAL AREAS*
(Including Streets and Public Ways)

<u>Commercial Category</u>	<u>Standard Requirement Factor (in Acres/1,000 Pop.)</u>	<u>Allocation to Central Business District Location</u>	<u>Allocation to Shopping Centers</u>	<u>Allocation to Other Locations</u>
SPECIALIZED COMMERCIAL				
Automotive	1.22	20%	20%	60%
Offices	.37	40%	30%	30%
Wholesale	.50	30%	20%	50%
Commercial Amusement (Except Golf Courses)	.50	20%	40%	40%
Transient Lodging	.37	30%	10%	60%

*Gruen Associates, The Oxnard, California General Plan (Oxnard: City of Oxnard, January, 1970), p. II-29.

3. Locational Criteria

A. General Locational Criteria

The location of commercial uses is second in importance only to the total amount of the commercial community. There are general locational criteria for commercial uses throughout the City. The locational criteria for commercial uses are based on these criteria.

- (1) Commercial uses, for the most part, are located in the Central Area, in and around the Central Business District. Such uses are grouped as to type and kind of land use, giving consideration to the type of customers likely to frequent the business. For example, uses which appeal to pedestrians are separated from those where the need for vehicular access is primary. Commercial uses involving outdoor storage and truck traffic are segregated from lighter uses which are quiet and need to be attractive to appeal to customers. Other considerations include the amount of service or loading area.
- (2) Shopping centers are located primarily as a convenience to residential areas to avoid the trip downtown when shopping centers may also contain some comparison goods shopping. Four categories of shopping centers are distinguished by the General Plan: Regional Centers; Community Centers; District Centers; and Neighborhood Centers. These centers shall be properly spaced from each other, located on major thoroughfares, with adequate provision for automobile ingress and egress, and carefully related to their market or service area.
- (3) Commercial offices are encouraged to concentrate in the Central Business District and in select locations in or abutting regional shopping centers. There has recently been a pronounced trend for low-intensity professional office centers in close proximity to residential areas. Limited amounts of such professional offices should be permitted in District or Community shopping centers, or in low-density professional centers abutting shopping centers.
- (4) Heavy commercial areas are generally unsightly and have other undesirable features. They are not to be located in close proximity to residential areas or in visually prominent areas. Heavy commercial areas may locate either within the Central Area, in other locations such as areas abutting industrial districts, along railroads, or in similar problem areas.
- (5) Automobile service areas may be generally divided into four categories. Highway related commercial uses are located at the intersections of thoroughfares, with the Ventura Freeway or at appropriate locations along state highways, where they would

not abut residential areas. Automobile repairing, parts and supplies are located in heavy commercial areas, also away from residential uses. Automobile service stations are located in shopping centers or in designated highway commercial areas. Automobile dealerships, including used car lots, are encouraged to cluster along major thoroughfares, in general commercial areas in the central city.

- (6) Commercial recreational uses are encouraged in and about the Central Business District. This takes the greatest advantage of parking and transit facilities and provides a night-time activity for the Central Business District. Commercial recreation can be permitted in out-lying areas, either in Community Shopping Centers or in special commercial recreational centers created in conjunction with freeway-oriented automobile service areas.
- (7) Specialized commercial such as those located at the Airport, Harbor or Beach shall be restricted to uses which are related to these specific locations or which provide commercial recreation or visitor serving accommodations, such as hotels, motels and ancillary facilities. General Commercial uses shall be discouraged from locating in these areas.
- (8) Other commercial areas, such as discount houses, mail order houses, nurseries, and similar uses not otherwise categorized, could be placed in locations that meet Community Shopping Center locational criteria.
- (9) The amount of shopping center acreage necessary to serve the population of Oxnard is predicated on the resident population, and locational criteria gives preference to commercial uses being located within the portion of the community generally designated for residential use. Neither shopping centers, commercial recreation, nor highway commercial areas are encouraged to locate in industrial areas.
- (10) Commercial uses, because of generation of traffic, noise, dust, and glare, can be expected to have an adverse impact on abutting property. Therefore, commercial uses are located and developed to minimize the amount of perimeter, rather than be developed in a linear configuration, in order to provide the least impact on abutting uses.
- (11) Commercial uses are located so as to be accessible with ease and safety for the public, for both motorists and pedestrians. Improper commercial locations can clog residential streets with dangerous vehicular traffic. Even improper locations of commercial areas on thoroughfares can reduce thoroughfare capacity and endanger motorists. Access to commercial areas, including curb cuts and left turn pockets in median dividers,

is consistent with good thoroughfare standards and traffic practices.

- (12) Commercial developments serving industrial areas shall comply with the locational criteria identified in the Industrial Land Use section of this chapter.

B. Shopping Center Locational Criteria

Definitive locational criteria are set forth by the General Plan for shopping centers to: (1) insure the optimum accessibility and convenience to the public; (2) insure the success of the enterprise; and (3) limit the number of sites that may be promoted or speculated for possible shopping center development. Shopping centers bear a proper spacing, one from the other, in order to insure some primary market area for each outlet. This protects investments and insures some measure of success. At the same time, shopping centers are located within specified distances of all residential areas. Locational criteria specify a minimum spacing between shopping centers. This determines the maximum number of sites indicated in the General Plan.

In Oxnard, where topographic and geologic differences are minimal, several parcels may have relatively equal merits for shopping center use, and need only proper zoning to provide an adequate shopping center site. Under these circumstances, precise locational criteria are necessary to reduce the number of sites that otherwise might have potential for shopping center development.

Minimum locational criteria for shopping centers are as follows:

- (1) Only one Neighborhood Shopping Center is located in each residential neighborhood as shown in the General Plan, if and when that neighborhood contains at least 2,500 persons. While a Neighborhood Shopping Center with a one-stop market can enjoy success in close proximity to supermarkets, it is recommended that Neighborhood Shopping Centers are located at the intersection of two thoroughfares, or at the intersection of a thoroughfare and a collector street.
- (2) District Shopping Centers are located not less than one mile, by thoroughfare, from another District, Community, or Regional Shopping Center. The minimum service area for the District Shopping Center is four residential neighborhoods and a minimum of 10,000 people. The District Shopping Center locates at the intersection of two major thoroughfares or a major and minor thoroughfare.

- (3) The Community Shopping Center, containing a supermarket and serving a district function, observes the same locational criteria as District Centers. A Community Shopping Center is located two miles, by thoroughfare, from another Community Center or a Regional Center. A minimum of six neighborhoods and 25,000 people is required to support the Community Shopping Center. The Community Shopping Center is located at the intersection of two major thoroughfares.
- (4) Regional Shopping Centers requires a minimum service area of 100,000 persons. Since the General Plan proposes a saturated population of less than 200,000 persons, a maximum of two Regional Shopping Centers are projected. Growth projections for the Oxnard Planning Area suggest that future Regional Shopping Centers are unwarranted, and will not develop. The Esplanade was developed as a Regional Shopping Center and is now serving that function. The Oxnard Twin Centers is developed to standards exceeding the Community Shopping Center, and operates on a subregional basis. This area, however, could evolve into a more regional shopping function. Portions of the Central Business District is now at the low ebb of its commercial strength. The Central Business District consists of the older commercial center of Oxnard. The General Plan proposes and encourages that every opportunity be given for the Central Business District to develop as a Regional Shopping Center. A Regional Shopping Center is located at the intersection of two major thoroughfares.

C. Concept of Anchors

Each of the four categories of shopping centers has as its "anchor" a particular type of retail store, which of itself generates a substantial amount of shopper traffic that helps the rest of the

businesses in the shopping center to thrive. Primary to the definition of shopping center is the premise that a certain type of use must be present in each category of shopping center before appropriate shopping center zoning will be assigned. Table VII shows the location of the various anchors in the hierarchy of shopping centers and the Central Business District.

(1) The Convenience Market

One of the fastest growing market phenomena in the decade of the Sixties was the convenience market. When Mom and Pop grocery stores had all but disappeared from residential neighborhoods, there was a rebirth of one-stop convenience marketing in close proximity to dwellings. The introduction of systematic ordering and stocking provided "one of a kind" shopping in a modern convenience outlet featuring limited retail space and extended hours of operation. The magnet of

the convenience market assured the success of barber shops, beauty shops, laundromats, and other purely convenience outlets located in the Neighborhood Shopping Center.

Locational criteria of these one-stop markets required that they be placed in close proximity to residential neighborhoods, although throughout the Sixties and early Seventies, their location still relied heavily on vehicular access. Today the concept of a convenience outlet for each residential neighborhood is given even more credence with the advent of the energy crisis and the resulting emphasis on reduction in the use of the motor vehicle to fulfill shopping trips.

(2) Supermarket

The concept of shopping center anchors includes the supermarket. The supermarket has withstood both the challenges of other merchandising concepts and evolution and innovation within retailing circles. It continues to be a major draw for purchasers of food and other staples. Many supermarkets have been built as individual tenants on isolated commercial properties. However, most retailers realized their drawing power and desirability for inclusion in shopping centers of various sizes. The General Plan recommends a minimum two-acre shopping center to accommodate the supermarket. Five acres is considered a preferable and optimum size, in order to include satellite shops of predominantly convenience outlets.

While access to the supermarket by foot and bicycle should be encouraged, the quantity of merchandise usually purchased in the supermarket suggests that the supermarket shopping trips will still be largely by motor vehicle. And for that reason, access to major or minor thoroughfares is required.

In many District Shopping Centers, the chain drugstore has chosen to share the anchor role with supermarkets. While chain drugstores should be encouraged to locate in shopping centers with supermarkets, their presence is not seen as mandatory to the success of a District Shopping Center.

(3) The Junior Department Store

The merchandising medium referred to as a Junior Department Store consists of various types of retail outlets offering both comparison and shoppers' goods at discount prices. In a similar fashion to the supermarket, the Junior Department Store draws from a substantial area for the daily or weekly advertised specials. While the discount Junior Department Store may elect to locate on its own site, like the

supermarket, it can generate sufficient traffic to insure the success of other convenience and comparison retail outlets.

The Community Shopping Center, of which the Junior Department Store is the anchor, is the basic type of shopping area for outlying residential communities. A prominent location on major thoroughfares is necessary for the success of the Junior Department Store.

(4) The Department Store

The Department Store is the principal draw for Regional Shopping Centers. Unlike the Junior Department Stores, full-line Department Stores usually emphasize quality, rather than discount prices. To offer the optimum of comparison merchandise and shoppers' goods, most Regional Shopping Centers contain at least two and sometimes more Department Stores. The merchandising power of the Department Store is so strong that it is not uncommon to have the major Department Stores in Regional Centers obtain their locations either free of charge, or at token land prices, with shopping center developers being content with the profits obtained from the satellite shops.

Regional Shopping Centers contain one or more Department Stores and generate large amounts of traffic. Consequently, they should given optimum locations adjacent to highway and freeway facilities.

TABLE VII

LOCATION OF ANCHORS IN SHOPPING CENTERS AND THE CENTRAL BUSINESS DISTRICT

	<u>Central Business District</u>	<u>Regional</u>	<u>Community</u>	<u>District</u>	<u>Neighborhood</u>
Department Store	X	X			
Junior Department or Variety Store	X	X	X		
Supermarket	X	X	X	X	
Convenience Market	X				X

INDUSTRIAL

1. Introduction

Oxnard has good potential for industrial development. The City is located at a convergence of railroads, highways, and a deep water port, and is within one hour's drive of the Los Angeles Market Area. Ample flat, relatively inexpensive land is available for industrial development, especially in comparison to Los Angeles and Orange Counties.

Industrial development is part of this plan's goals of encouraging "a stable, diversified, well-balanced economy". Industrial development may improve the economic health and employment of Oxnard, while enlarging the tax base. With the potential of industrial growth, a variety of locational and developmental controls are necessary. These can promote quality new developments and improve existing development. Controls can minimize inefficient streets and utilities by encouraging contiguous patterns of growth.

The effect of industrial development on employment is considerable. For example, the higher unemployment rates can be lowered by labor intensive industries. However, new industry may not utilize the existing labor pool and favor immigrants or commuters. Consequently, more than development controls are necessary, and these concerns will be treated in the forthcoming Economic Development Plan.

There is also growing recognition of environmental problems. Air pollution especially is a major concern in industrial development. Pollutants are generated by industrial development and related traffic. The health and economic effects of air pollution can be compared to the net economic benefits of industry itself.

Air pollution, as well as other environmental effects, presently is monitored, analyzed, and controlled on an area-wide basis. This shows that environmental problems extend beyond City boundaries. As an example, Oxnard is a downwind polluter for other cities, such as Simi Valley. The extent of environmental problems means that industrial development requires intergovernmental coordination and cooperation.

The industrial development assumptions of this General Plan are "trends" which are not environmentally constrained. They do not reflect limits on the amount of industrial development, due to controls on air quality, water quality, preservation of prime agricultural land, or similar considerations.

Agriculture is considered separately as a distinct land use in this General Plan. In addition, agriculture is important as an industry. Field production has characteristics similar to industrial

development. It may be a high source of pollutants, because of reliance on pesticides and fertilizers, and it has a high demand for water. Similarly to industry, agriculture produces products which are marketed outside the local area. Agriculture is important to the industrial activities in Oxnard, since many local industries involve agricultural processing or servicing. Consequently, changes in the amount and type of agriculture would affect the industrial structure of the City.

2. Industrial Categories

To permit the greatest flexibility for potential industrial development, industrial land use has been divided into several distinct categories.

A. Limited Industrial

The limited industrial designation is intended to provide areas suitable for the development and protection of restricted manufacturing uses and activities whose facilities include a high level of site development and operational performance. Therefore, industrial parks that incorporate a "clean and green" image are encouraged. Also, industry in this category should be developed and operated in a manner suitable for location in close proximity to nonindustrial uses. Uses in this category should be confined to administrative offices, wholesaling, scientific research, and warehousing and controlled manufacturing activities which are unobtrusive. Certain accessory commercial uses which are necessary to serve the employees of facilities located within the limited industrial district could also be established within industrial service centers. Manufacturing uses are intended to be limited to the fabrication, assembly, and compounding of materials which are in a processed form and would not result in the creation of smoke, gas, odor, dust, sound, vibration, soot, or glare which would be obnoxious or offensive.

Regulations should be developed to provide specific development and operational standards which will assure a quality industrial environment, enhance views from major transportation routes, and assure a harmonious and compatible relationship with surrounding or abutting residential zones.

B. Light Industrial

This industrial designation includes a wide range of industrial activities and will permit uses without objectionable characteristics. It provides encouragement for new investment in the older industrial areas with a medium range of development and performance standards. Access to rail or major

thoroughfares or highways is desirable for this type of industrial development.

The light industrial designation is intended to provide areas suitable for general manufacturing and related service uses. These activities should be developed and conducted in a manner that will assure their compatibility within the district and with surrounding areas. Uses located within the light industrial area should be limited to those which include fabrication, manufacturing, compounding, assembly, or processing of materials (including agricultural produce). The primary activity of each individual site should be implemented to provide specific development and operational standards which will assure a quality industrial working environment by limiting the creation of noxious or nuisance effects which might be detrimental to businesses and residences in the surrounding area. Also, accessory commercial uses needed to serve the employees within a light industrial area may be established within industrial service centers.

C. Heavy Industrial

This land use category is seen as containing capital intensive uses with low employer density and large acreage requirements. The heavy industrial designation shall contain the more objectionable types of industry and should be isolated with buffer or more restrictive industrial zones from other nonindustrial uses.

Heavy industrial uses are typified by characteristics that significantly differ from the activities intended to be located in the limited or light industrial areas. These characteristics may include hazardous procedures that are part of normal operations, activities that are conducted outside a building that are so large in scale or height that they are not compatible with the surroundings, and activities or structures that cannot be mitigated sufficiently to eliminate undesirable impacts from being evident beyond an individual facility's property line. Therefore, whenever possible, heavy industrial uses should be isolated with buffers or more restrictive industrial zones from other nonindustrial uses.

As indicated for the other industrial land use categories, industrial service centers may be established on an as needed basis which would be consistent with policies contained in this plan and criteria included within applicable ordinances.

D. Public Utility

Public utility uses are those which contain regional energy facilities and the regional Wastewater Treatment Plant. The property will be used for the development of these major facilities or will be kept in agriculture to buffer these facilities. A steam generating plant and a liquified natural gas terminal, in addition to the wastewater treatment facility, are proposed. This land use allocation is based on regional demands and is not considered a part of Oxnard's industrial inventory.

E. Extractive Industrial

Extractive industrial uses include sand and gravel mining in the vicinity of the Santa Clara River located north of the 101 Freeway, and oil and gas extraction operations which occur throughout the planning area.

The City has adopted a policy to limit the quarrying operations to the Santa Clara River bed in the Del Norte area. These quarrying operations should be encouraged to relocate to more locations as the resources are depleted or adjacent properties develop for urban use. Areas now being quarried are to be reclaimed through contour grading and filling river material. These previously quarried areas would then become public parks and recreation or commercial recreation facilities, such as golf courses, etc.

Oil wells, gas wells, and related activities are extractive industrial uses which will probably continue through 1990 and on to some unforeseen date. Lands unencumbered with oil and gas operations should be encouraged to develop before lands so encumbered. In cases where properties unencumbered by oil and gas wells and associated pipelines and storage facilities develop before those lands with existing oil field operations, precautions should be applied to maximize the land use relationship. Where incompatible development encroaches, it may be necessary to treat existing wells and facilities with landscaping and screening, and in some cases, the use of electrical pumps or reconstruction of the well equipment underground may be required to eliminate noise, odor, and other nuisance factors. Long Beach, Huntington Beach and Torrance are examples of communities where residential, commercial, industrial, and recreational land uses have encroached into existing oil and gas fields, and where oil and gas production has been made more compatible with these multiple uses by incorporating modern techniques into the drilling operations and through the use of effective landscaping and screening.

3. Industrial Development Potential

Industrial development potential results from many factors, often beyond the City's control or influence. Corporate decisions reflect the economic situation. Investment in new industrial facilities depends upon rates of investment return, federal decisions on the money supply, and other effects of economic cycles. Oxnard can seek to capture a share of this new industrial development. In competing for a share, the City must consider that most other cities are also competing for industrial development with the greatest benefits and the least liabilities. One example is the "research and development" category.

The provision of future industrial land considers the need for site choices. Providing a variety of locations and types of sites may increase the City's chances to acquire a desired industry. On the other hand, this may increase the probability of incomplete, piecemeal development of industrial areas.

A development distribution concept was used for industrial land use in this General Plan. The basic assumption was an ample increase in industrial development in the future. The industrial development assumed in 1990 was distributed based on partial development of various industrial locations in Oxnard. Estimates were made as to the share of each industrial area that could be expected to develop by 1990. Higher shares of development were assigned to more centralized locations. As with the other land uses, these assumptions had been developed for the County Subregional Transportation Plan.

The development distribution concept derives a cumulative total of about 3,500 acres by 1990 for the Oxnard growth area. This represents about a 100% increase over 1975 development. The 1990 total is roughly equivalent per 1,000 population. (Industrial Zoning Study, Oxnard, California, Daniel, Mann, Johnson and Mendenhall.) About 520 acres would be in utility plants, and about 330 acres would be used for extractive industries, leaving 2,650 acres for actual industrial development. The background study Basis for Planning: Economic Potential should be consulted for additional discussion of industrial potential. As discussed in the subject reference, industrial growth potential varies greatly, depending on the underlying assumptions and methods.

An important aspect of industrial potential is the variety of characteristics of existing and potential industry. Value, productivity, profitability, environmental impact, employment, or plant size are not equivalent to land absorption. Some land "absorption" may not put land to use, but rather hold it for expansion. Some of the need for industry may be met by military bases and agriculture. These activities help support the "economic base" by bringing in funds from outside Oxnard or Ventura County.

4. Development Criteria

A. Design

Certain basic design criteria can encourage visually attractive industrial areas. In addition, these design criteria can encourage compatibility through improved circulation and access, and sound land use relationships. These criteria can attract sound new industry, as well as encourage improvement of existing industrial areas. Design criteria can attract sound new industry, as well as encourage improvement of existing industrial areas. Design criteria shall be based at least on the following criteria:

- (1) Protection from visual impact on other industrial uses and non-industrial uses would be provided through landscaped setbacks, screening, and design review.
- (2) Proper access should be assured to each use, including proper loading areas, off-street parking, and designated service access.
- (3) Access to an industrial area should be from within the area rather than through, or along the border of, any adjacent residential area.
- (4) Industrial streets should be of adequate size and construction to meet the needs of industrial areas.
- (5) Industries requiring railroad service should be located adjacent to spur lines.
- (6) Less intensive industrial uses should be located next to other less intensive industrial uses or commercial uses.
- (7) The needs of individual new developments should be accommodated through flexible layout using phased development and block planning.
- (8) Commercial and residential uses are discouraged in industrial areas except for those uses which serve the industrial area.
- (9) Industrial parks are encouraged to provide new industry in quality sites in compatible, controlled planned developments.

- (10) Special landscape and architectural treatment shall be given to all industrial development abutting thoroughfares, in order to enhance their visual and aesthetic appearance.
- (11) Architectural standards shall be established for each industrial area.

The Zoning Ordinance must provide for a diversity of industrial areas and uses to meet these design criteria.

B. Environment

Certain basic environmental criteria can encourage industrial uses with a minimum adverse environmental impact on the City. Many of these criteria are presently considered by the City and other agencies in evaluating existing and new development. Review and update of criteria and standards is important to protect the public health and safety.

- (1) Any use causing contamination of the atmosphere shall comply with the rules and regulations of the appropriate area-wide air pollution control agency.
- (2) Control of particulate matter such as windborne dust shall be required, including prohibition of certain outdoor storage and the surfacing and paving of dustprone surfaces.
- (3) Liquid and solid waste disposal shall be prohibited which may contaminate any water supply, interfere with the bacterial processes of sewage treatment, or otherwise cause dangerous or offensive effects.
- (4) Noise shall be avoided or controlled when there is an adverse effect on surrounding land uses.
- (5) Activities shall not be permitted which result in release or emission of fissionable or radioactive materials.
- (6) Use or storage of flammable or explosive materials shall comply with all applicable codes and regulations and shall be located away from populated areas.
- (7) Miscellaneous effects such as vibration, electrical disturbance, glare, and odor shall be eliminated or controlled when there is an adverse effect on surrounding land uses.

These criteria can be incorporated within a set of industrial performance standards in a manner suitable for inclusion in the Zoning Ordinance. The goal would be to help insure that industrial land or buildings are used in a manner that would not create dangerous conditions, nuisances, or any type of impact beyond a facility's property line that could negatively affect adjacent industrial uses or the surrounding community.

Industrial Performance Standards can follow and coordinate with actions implementing the Seismic and Safety Element of the General Plan. Industrial safety is a fundamental concern of the subject element. Consequently, pursuit of the recommendations of the Seismic and Safety Element may increase the level of industrial safety in Oxnard.

C. Phasing

In addition to the guidance provided by performance standards, it might be necessary to implement additional guidelines in the event that large scale industrial developments are proposed. If an industrial proposal is presented that would take several years to implement, then consideration should be given to adopting the developer's master plan as a specific plan. In addition, a phasing program can be adopted that will facilitate coordination between on-site improvements and the City's Capital Improvement Program.

5. Industrial Service Centers

It is recognized that there may be a need for commercial services (industrial service centers) within some existing or proposed industrial areas. The intent of providing these services is to meet the daily needs of employees within their work area during the relatively limited amount of time available in the journey to work, breaks, or lunch periods. It is also recognized that whatever types, amounts, and distribution of commercial uses are permitted, they will be subordinate to the primary purpose of any industrial area or zone. This subservience of commercial services within industrial activities need protection from incompatible uses in order to function efficiently. In addition, planned industrial service centers in industrial areas shall not conflict with the principal service areas of abutting shopping centers or general commercial facilities.

A. Locational Criteria

Industrial service centers can be included within any of the manufacturing zones subject to the provision that a special use permit be obtained. In order to preserve the integrity of the industrial zones and protect industrial uses from conflicts that could interfere with their normal operations, commercial uses will have to be grouped together in an industrial service center.

Exceptions to this policy may be considered only after sufficient need or extenuating circumstances are proven. Additional specific locational criteria are identified for existing, expanding, and master planned industrial areas as follows:

1. Existing zoning that could provide commercial services should be given preference over proposed new service centers;
2. An industrial service center shall be accessible to vehicular and pedestrian traffic from all portions of the industrial area which it serves;
3. An industrial service center shall be a minimum of one acre in size, but shall not exceed five percent of the total industrial area to be served.

Criteria related to establishing the number of commercial uses (industrial service centers) as a fraction of a given industrial area has not been included here because there are so many variables that valid assumptions cannot be made. In support of this conclusion, it was found that the number and type of employees could vary drastically from one industrial area to another. Also, it was recognized that in some parts of Oxnard, commercial services do exist in close proximity to industrial areas, while in other parts of the City they do not. The structure of commercial service suppliers is complex and conclusions cannot be drawn about their ability to serve new or expanding industrial areas. Even more important, the potential impact of proposed commercial service centers in expanding or new industrial areas on the existing commercial suppliers is not known. This fact is of real concern because if existing businesses cannot maintain a viable service area and therefore have to cease operation, a chain of events could result which could lead to a physically blighted commercial area. For all of these reasons, a market feasibility analysis shall be required, either as part of an Environmental Impact Report or as part of the supporting information submitted with the application for a special use permit, specific plan, or General Plan amendment.

AGRICULTURE

1. Introduction

Rich soils and a year-around growing season are characteristic of the Oxnard area. Consequently, much of the non-urbanized area is devoted to agriculture. A basic goal of this General Plan is preservation of these agricultural lands through a "thorough, aggressive and positive program" in keeping with the goal of "encouraging a stable, diversified and well balance economy". Agricultural lands generally are those principally used for the production of food or fiber for commercial distribution.

Agricultural lands may, depending on location, be a long-term or permanent part of the land use inventory of the City and Planning Area. Continuation of agricultural lands may encourage a viable economic base and insure productive open space. In addition, agricultural lands are considered to have fundamental value for aesthetic and emotional reasons. Therefore, agriculture is one of the major categories of land use considered in this General Plan.

2. Agricultural Land Uses

Regulations affecting agricultural lands must consider the diversity of land uses in Oxnard's agricultural areas. Agricultural lands are particularly sensitive to land use planning. There is a low potential for reversion, once agricultural lands are converted to urban uses.

Urban land uses impact upon agricultural lands. The effects can be directly on the land (i.e. conversion to urban uses or water availability) or indirect (i.e. vandalism, air pollution, or increased assessed valuation). Conversely, agricultural land use impacts on urban land uses (i.e. odor, noise, dust). To better understand these problems, the diversity of agricultural land uses should be examined.

Agricultural lands in the Oxnard are predominantly row crops and citrus. Parcels are moderate to large size, typically of forty acres minimum. Ownership is significantly concentrated among a few large landowners.

The relatively less intensive agricultural land uses involve direct cultivation of the soil. These uses include, for example, orchards, row crops, flowers, and turf growing. The types of activities include tillage, cultivation, growing, harvesting, and incidental preparation for market. Buildings in such areas should directly relate to activity on the property. Demand for urban services and utilities should be minimal.

A second category of agricultural land use is more intensive land uses, not always requiring cultivation of the soil. Examples include feed lots, mushroom farms, apiaries, poultry and egg production, and wholesale nurseries. These activities may have more structures and require more urban services and utilities than direct cultivation.

A third category of agricultural land uses is services to agriculture. These include such functions as farm equipment sales, farm supply yards, storage, processing and packaging, and packaging, and farm labor housing. These activities may be more intensive than the above two categories. Therefore, there would be a higher demand for urban services and utilities. Depending on intensity, some of such uses more properly should be located in urban areas. Some uses, such as processing and packaging, may be best located in industrial areas. Other uses, such as equipment sales, are proper uses in a commercial area.

3. Agricultural Land Potential

As discussed in the Phasing section of this General Plan, preservation of agriculture is a corollary of phased urban development. This assures long term or permanent preservation of certain agricultural lands, avoids or minimizes conflicts with urban uses, and seeks logical completion of a viable urban form. Urban development is, in most cases, directed to partially developed areas, in order to avoid premature conversion of prime agricultural lands. The General Plan proposes overall residential densities which are higher than the existing pattern and intensity of development. Therefore, the proposed densities will decrease the amount of land converted from agriculture to urban use.

Preservation of agriculture is a fundamental concern of Oxnard's Open Space and Conservation Element, adopted in 1973. This element recognized the valuable functions of open space preservation. Because of Oxnard's location in a fertile alluvial plain, agriculture plays a predominant role in open space preservation. The functions of open space preservation include the following, as highlighted by the Open Space and Conservation Element (pp. 57 and 58):

- A. Recognition of resources and the need for resource management;
- B. Determination of the location and rate of urban growth;
- C. Resolution of County and regional multi-functional and multi-jurisdictional problems;
- D. Management of the environment, balancing the use and conservation of natural resources;
- E. Contribution to the improvement of air quality; and
- F. Maintenance of a range of alternative land uses for future generations.

This General Plan intensifies the preservation of agricultural land as initiated by the 1973 Open Space and Conservation Element. In general, the approximate area specified as open space until 1990 has been reclassified to permanent open space. This assures that agricultural lands will be perpetually reserved. Consequently, agriculture will always be part of the land use inventory in the Oxnard Planning Area.

4. Development Criteria

Agriculture, as a permanent part of the City's land use inventory, is no longer considered a reserve or holding zone for urban development. Therefore, certain basic criteria are necessary to guide use or development of agriculture in the Oxnard Planning area. These criteria can improve existing agricultural areas, especially along the interface with urban development. In addition, they can guide the changes in

agriculture and related land uses in the Oxnard Planning Area. Agricultural land uses vary continuously, reflecting changes in technology and the marketability of agricultural products.

The following agricultural criteria are similar to the criteria the General Plan uses for industrial areas.

- A. When adjacent to urban uses, especially residential, there should be assurance of visual and environmental mitigation. Thus, landscaped setbacks, screening and similar measures should be employed.
- B. Streets and access to agricultural areas should avoid detrimental impacts on urbanized land uses, especially residential areas.
- C. Non-agricultural activities, such as oil wells, radio and television towers, public utility lines, and the like, may be allowed when they are incidental to and compatible with agriculture.
- D. Polluting activities, such as spraying, fertilizing, or operating machinery, should be regulated to eliminate or avoid impacts on urbanized land uses, especially residential areas.
- E. Where appropriate, agricultural areas may be integrated with other open space and recreational uses, such as hiking and horseback trails, wildlife preserves, and similar uses not involving urbanized development.

MISCELLANEOUS LAND USES

1. Sanitary Land fill

Refuse disposal is an interim land use. Successful land reclamation is possible through modern technology and strict controls. The General Plan suggests certain guidelines:

- A. Care shall be taken in the sanitary land fill and reclamation along the Santa Clara River, to avoid possible periodic inundation. The policy of raising prevailing grade shall be continued. The levee shall be extended westerly between Victoria Avenue and Harbor Boulevard.
- B. The quarried-out areas west of Vineyard Avenue in the Del Norte area would seem to offer an unusual opportunity for refuse fill. However, with present technology, fill in this area is not possible, because of the likelihood of either polluting the ground water or creating a plug which would hamper the natural percolation into the underground aquifers. Present technology does not offer reclamation procedures which would permit water to percolate into the aquifer without the threat of pollution.

2. Military Installations

The General Plan assumes that the U. S. Navy Construction Battalion Base and the Point Mugu Naval Reservation will remain throughout the planning period within their existing boundaries. If the Department of Defense should reduce or phase out any of these installations, then the General Plan should be revised and studies undertaken to analyze the land uses possible within these areas. Consideration should be given to annexing the Point Mugu U. S. Navy Pacific Missile Test Center installation for planning purposes.

3. Airport Related Uses

Airport related land uses are found at the Oxnard Airport. This category provides for uses which complement the airport, including the on-base and airport support operations. Airport related uses would include those retail uses (including sales and support facilities for recreational flying); commercial services (including airtels and airport restaurants); offices (including offices of air related uses); wholesaling, distribution and Limited Industrial uses as described on Page , which would either benefit the airport or benefit from their location in close proximity to the airport.

4. Aviation Compatible Uses

The Aviation Compatible area is not intended to be a land use zone and is shown on the Development Constraints Map Page of this General Plan. The Aviation Compatible area boundaries delineate the area within which development will be controlled because of safety and noise considerations. Aviation compatible uses may or may not relate to the airport. Aviation compatible uses are those uses permitted in the designated airport compatible area. Potential uses to be permitted in the designated Airport Compatible area are evaluated in relation to their effect on general health, safety, and welfare. The type, intensity, and location of such uses shall depend on their relation to airport hazards and airport noise (composite noise or single noise events). The extent of noise and hazard is found in various studies using standardized factors as prepared for appropriate governmental agencies. Based on these studies, appropriate criteria shall be adopted by the City as a basis for zoning provisions in the aviation compatible area. Such provisions shall provide for a range of land uses, depending on their degree of acceptability or unacceptability within the airport compatible area. However, this range of uses shall not supersede those uses as described in the General Plan for a particular area. These provisions are to be based on the projected use of the Oxnard Airport as a general aviation airport.

5. Special Study Area

In some cases specific land use designations cannot be made without a further more detailed studies or precise planning in order to make land use decisions consistent with the policies and goals incorporated in the General Plan. Areas which have been designated as Special Study Areas shall be subject to the adoption of a "specific plan" as outlined on Page of this document, prior to any new development or the expansion of existing facilities. Existing zoning assignments for those properties affected by the Special Study land use designation shall remain until such time as a specific plan is adopted.

PUBLIC FACILITIES AND UTILITIES

1. Schools

School districts are not within the framework of the City's government, but the City has responsibility to plan for schools. Schools influence the growth of the City. They represent a substantial public investment which can be protected by efficient planning of service areas. Planning determines the distribution and density of population upon which school facilities are based. Schools occupy a substantial amount of land within the City. They influence and determine the design of residential neighborhoods.

Because of population growth, criteria are necessary to forecast school needs. General guidelines are presented here. In addition, precise studies are needed. These vary according to the area where a new school is anticipated, or where there is a change in school facilities or administration. For example, newer areas may have high initial school demand, as young families move in or children reach school age.

Table VIII indicates pupil generation by type of unit. These are averages from throughout the City. The generation for newer areas is probably higher. These factors are as of January, 1975 (State Special Census). As general factors, these do not reflect variations in pupil generation by number of bedrooms. This was not available in the 1975 State Special Census. If persons per family and per housing unit continue to decline, as in the past, the pupil generation will also decline.

Table IX estimates pupil generation by type of neighborhood, based on the cited Special Census information and the balance of dwelling units in the neighborhood prototypes (Tables III and IV). Individual neighborhoods may vary in distribution of dwelling unit types and the pupil generation of each. This reflects age of neighborhood, age of resident population, and social and economic characteristics. Even once established for each neighborhood, the pupil generation will vary through the neighborhood "life cycle". Because of these complex factors, school facility planners

and managers may wish to continuously monitor pupil generation. Decennial or quinquennial censuses may not be sufficient.

On a City-wide basis, school needs are also difficult to estimate. There are two problems. The criteria of school enrollment size and service area can vary. This changes the apparent need for the number of facilities. Secondly, there are presently no detailed projections of age structure for Oxnard. The background study entitled Basis for Planning: Economic Potential provides some discussion of these factors and alternative assumptions for future school needs.

In light of limited information, this General Plan uses certain conservative assumptions. Most existing schools are assumed to exist in 1990. In addition, new schools are added to certain developing neighborhoods where population may be sufficiently large in 1990 to justify a new school. In existing areas, schools are assumed to retain the same approximate enrollments and service areas. This also assumes retention of existing school districts in their present geographical arrangement. Reorganization and consolidation of school districts may possibly increase the efficient use of facilities and conformance to ideal standards of size, service areas, enrollment, and the like.

As a guideline, certain "textbook" school standards may be used. These can assist in the evaluation of existing schools, and in the planning of new schools. Table X presents school site standards.

PROG.

EXIST.

E

E

ELEMENTARY SCHOOL

J

J

JUNIOR HIGH SCHOOL

H

H

SENIOR HIGH SCHOOL

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SCHOOL / PARK

N

N

NEIGHBORHOOD PARK

C

C

COMMUNITY PARK

CP

CP

CITY WIDE PARK

R

R

REGIONAL PARK

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COMMUNITY CENTER

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FIRE STATION

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FREEWAY

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THOROUGHFARE

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MINOR THOROUGHFARE

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RAILROAD

PLANNING AREA BOUNDARY

CITY LIMITS

LEGEND



PUBLIC FACILITIES

OXNARD GENERAL PLAN



TABLE VIII
1975 PUPIL GENERATION BY HOUSING UNIT TYPE

<u>Dwelling Unit Type</u>	<u>Pupils per Household</u>		
	<u>Elementary (5-11)</u>	<u>Jr. High (12-13)</u>	<u>Sr. High (14-17)</u>
Single Family	.56	.21	.40
Two to Fourplex	.43	.10	.18
Fiveplex & Above	.20	.04	.10
Mobile Homes	.11	.03	.06

Source: 1975 Special Census, Special Cross Tabulations, State Department of Finance.

TABLE IX
PUPIL GENERATION BY UNIT BY NEIGHBORHOOD TYPE

	Low Density	Medium Density	High Density
Elementary (K - 6)	.53	.51	.38
Junior High (7 and 8)	.18	.17	.11
Senior High (9 - 12)	.35	.32	.21
Total Pupil Generation	1.06	1.00	.70

TABLE X
SCHOOL SITE STANDARDS

School Type	<u>Number of Pupils</u>			<u>Site Size</u> <u>(Acres)</u>	<u>Service</u> <u>Area Radius</u>
	Minimum	Ideal	Maximum	(Per 100 Pupils)	(Miles)
Elementary	230	700	900	5 + 1	0.5
Junior High	750	1,000	1,500	15 + 1	1.0
Senior High	900	1,500	2,500	25 + 1	2.0

Source: Joseph DeChiara and Lee Koppelman, Manual of Housing Planning and Design Criteria, (Englewood Cliffs: Prentice-Hall, Inc., 1975), p. 184.

In addition to the above, the General Plan recognizes the commitment to locate the new Oxnard Community College facility at the corner of Rose Avenue and Bard Road, which is in the southeast portion of the City. Because of this central location (serving Oxnard, Port Hueneme and Camarillo), expansion of the existing site is recommended over any new site in the subject area.

No state college or branch of the University of California is anticipated by 1990. However, if either facility would locate in the County, the City of Oxnard would want to assure that its needs are served. Various parcels of public or private land in southern Ventura County could be considered, including those within the Oxnard Planning Area.

Vocational School Based on the employment and population characteristics in the background study, there will be a need for further education and training facilities such as vocational or trade schools and adult education programs, with an emphasis to locate these facilities within the Central City area in order to maximize accessibility.

2. Parks and Recreation

A. Introduction

Parks and recreational facilities are an essential urban function. Meaningful and creative, passive and active leisure is a need of all citizens. In the past, parks were recognized only as an urban open space feature. More recently there has been growing recognition of the need to add active recreation space, facilities and programs as an integral part of the urban form. The quality of life for the citizens of Oxnard can be enhanced by developing a system of parks and recreation criteria such as size, land use relationship, location and activities permitted must be administered in order to avoid police problems, to assure public safety and to maximize the efficiency of those facilities.

Parks offering "full services" such as community or regional parks should be encouraged to develop near other community or regional facilities in order to maximize their service areas.

"Limited service" park facilities, such as the neighborhood park or mini-park should be integrated into the residential neighborhood design in order to establish proper land use relationships and discourage uses from outside the neighborhood.

B. Park Standards

Open space needs relate directly to the number of people who may reside in the area. A standard of ten acres of open space per 1,000 people is recommended. Open space should also be defined in terms of the types of spaces which would comprise the community's inventory. In addition to traditional parks, golf courses, power line easements, beach areas, airport clear zones, private recreation areas and water areas should be regarded as part of the City's open space inventory. While the ocean, of course, represents an open space resource, it should not be counted within the criteria. It could be statistically determined that the ocean supplies all open space, giving the impression that no further land need be required.

Provision of the typical ten acres of space per 1,000 population is as follows:

- (1) About 2.5 acres should be regarded as available in the form of national forests, state parks and other facilities found throughout the County.
- (2) About 3.5 acres should be in the form of parks serving the City as a whole, subject to the availability of property and funds for acquisition. Acquisition and development shall be the responsibility of the City of the County.
- (3) About 1.5 acres should be provided in the form of Community parks, subject to the availability of property and funds for acquisition, providing playfields for active recreation in the various residential communities. Acquisition and development of community parks are the joint responsibility of the City and the developer, through exactions and fees. Secondary school playfields may be counted toward the provision of playfields (See Table XI).
- (4) About 2.5 acres should be provided in the form of Neighborhood Parks, subject to the availability of property and funds for acquisition, which are to be provided in each residential neighborhood unless noted to the contrary on Tables A through G. Acquisition and development is to be through developer contributions. Elementary school playfields may be counted toward the provisions of playgrounds (See Table XI).

C. Park Categories

Oxnard is surrounded by many natural amenities which provide parks and open space. The nearby mountains, extensive beaches and the Channel Islands can all be considered part of Oxnard's regional recreational facilities inventory. While these recreation areas provide excellent potential for play and relaxation on a regional scale, there is also need for local parks to serve the citizens of the municipality. In addition to regional parks and recreational facilities, three general types of parks are recommended for the Oxnard area.

- (1) City Parks have an appeal to all residents of the City. City-wide parks are usually "one of a kind." Their service area will be the entire City, as opposed to serving any one neighborhood or community. The size and location of large parks will depend upon the need which they fulfill, and will include such functions as a zoo, botanical garden, or arboretum. A large park will also provide large, open space areas of natural scenic landscape which the City dweller can enjoy. In addition, such parks will contain specialized recreation uses, such as a golf course or stadium.
- (2) Community Parks provide the recreation facilities to meet the needs of several neighborhoods for more intense and organized sports. Community parks are the principal location for playfields, such as tennis, football, softball, baseball, court games, croquet and archery. There should be provision for lighting and night use of the playfield. Community parks are intended to serve a wide variety of age groups. In addition to active recreation, they provide for passive recreation, with attractive lawn areas, trees, shrubbery and walks. Community parks should be accessible to vehicles, as well as pedestrians. Therefore, there is direct accessibility from either major or minor thoroughfares.
- (3) Neighborhood Parks provide for the parks and recreation needs of the neighborhood. Facilities will largely be informal, and will be designed primarily for children. The neighborhood park contains both a formal and informal playground. The informal playground will be a free play area providing for a variety of unorganized sports. The formal playground will include a hard surface

multi-use play area and a pre-school area, as well as some playground apparatus. The park should be well landscaped and provide passive open space, including attractive lawn areas, trees, shrubbery and walks. The neighborhood park should be accessible by pedestrians from all parts of the neighborhood, and should be within a walking distance of approximately one-half mile.

D. City Wide Parks

Some parks have City-wide appeal. If appropriate portions of the park are developed with proper facilities, these may serve as community parks.

- (1) Municipal Golf Course A municipal golf course is recommended on the south side of the Santa Clara River between Victoria Avenue and Ventura Road. Other golf courses may locate on private land, as quarry land rehabilitation and/or as a part of regional parks.
- (2) County-Wide Urban Parks These parks are County facilities serving urban population. One park will share facilities with Oxnard College. It will contain substantial active play areas and also will serve the community park function. The park will provide a major public open space in the southeast area of Oxnard. A second park will be in the Mandalay Beach area, as proposed by the County. This will serve beach-oriented recreation activity.
- (3) Seashore Recreation Areas This category consists of several beach parks extending south from Oxnard Shores to the Silver Strand. It includes the public beach areas at Silver Strand and Hollywood-by-the-Sea, and a proposed extension of public beach to the north.
- (4) Santa Clara River Park The Ventura County plans for regional parks include a system of riding and hiking trails. One significant link in this system is along the Santa Clara River. Such a facility could be integrated with equestrian oriented residential development, a golf course, and other appropriate uses.

- (5) Ormond Beach Ormond Beach is an undeveloped but excellent sand beach with good, safe swimming. The beach front is an important asset which should be reserved for the use of the general public. Proper treatment of the Ormond Beach recreation area should be undertaken to prevent interference with or encroachment from the heavy industrial area to the northeast. The area could be improved with beach access and parking, picnic areas, a bicycle path, lifeguard service, and a concession.
- (6) Airport Park A park is proposed west of the Oxnard Airport and north of Fifth Street, between Victoria Avenue and Harbor Boulevard. As indicated by the Phasing Policies of this General Plan, the subject area is not anticipated to develop until after 1990. Nevertheless, it is important to reserve this area for future park use. Possible uses for this park include active play areas, a saltwater lagoon for small boats, fishing, horseback riding and similar activities.

E. Special City-Wide Parks and Facilities

- (1) Nature Areas The City-wide park function includes designation of nature preserves. Two sites are designated as potential nature areas to keep sand dunes, vegetation, and wildlife in their natural state. One site is located at the southeast corner of Fifth Street and Harbor Boulevard, between Harbor Boulevard and the Edison Canal. To the south is a second site, designated between Harbor Boulevard and the Edison Canal, extending between Wooley Road and Eastbourne Way.
- (2) Natural Park An appropriate park function is provision of a camping area for City residents outside the Planning Area, such as in the Los Padres National Forest. This could provide a location for youth programs outside of the urban environment. Consideration should be given to locating such a park on the Channel Islands.
- (3) Mini-Parks "Mini-parks" are generally not supported because of limited versatility and high maintenance costs. The smallest park recognized by the General Plan is the neighborhood park. However, mini-parks may be provided where parks could not otherwise be provided in conformance with the General Plan.

- (4) Gymnasiums These facilities would provide intensive and organized activity areas serving a large segment of the City. In addition, these City-wide facilities would be the principal location for indoor sports activities, such as basketball, volleyball, gymnastics, boxing and other formal recreational uses. Gymnasiums should be accessible by vehicles and pedestrians with adequate parking and should be centrally located in order to maximize their service areas.
- (5) Senior Citizen Complexes With a greater segment of the population entering this age group, the City must assure provision of adequate recreational facilities to serve this need. Such facilities would offer active, as well as passive recreation geared to the senior citizen. While location of these facilities should be directly related to areas with significant numbers of elderly persons in order to maximize the service area, specific site designation must also consider the economic and social structure of the surrounding community. It is anticipated that the community centers would satisfy a portion of these needs.
- (6) Art Center The Carnegie Library, as recognized within the "Cultural Facilities" outlined on Page 84 will serve the art center needs for some time. Uses in this facility would include a museum, an art gallery for displaying exhibits, and the preservation of the building itself, which is of substantial historical significance. Other historical structures and sites should be explored and where possible used to expand the art center concept.
- (7) Youth Centers These facilities would provide intensive and organized activity areas serving a large segment of the City. While it is anticipated that a portion of these needs would be met within the Community parks program and/or gymnasiums, provisions should be made to provide areas and recognize existing locations for the nonprofit organizations, such as the Boy's Club, Girl's Club, Youth Fellowship Clubs, Boy Scouts, Girl Scouts, 4-H Clubs, YMCA and other youth oriented organizations. Location of these facilities should be centralized within the community to maximize the service area.

F. Facilities Serving County-Wide Functions

Oxnard will also share a variety of County-wide parks and recreational facilities with others. These areas have unique natural or man-made characteristics which attract patronage from beyond the local vicinity. The following identifies

some of the more significant facilities. The City will not have any acquisition nor any improvement responsibility for County-wide parks or recreational facilities.

- (1) Point Mugu State Recreation Area Point Mugu State Recreation Area is located in the western most section of the Santa Monica Mountains, some twelve miles southeast of the Oxnard Civic Center. This recreation area includes mountainous land, as well as ocean shoreline. The primary activities provided by this area will consist of nonurban recreation opportunities, such as camping, picnicking, swimming, hiking, horseback riding and fishing.
- (2) Channel Islands National Monument The federal government is exploring the expansion to all the Channel Islands as a national monument. These islands offer a wide variety of sightseeing and sporting activities. Oxnard's proximity to these islands gives credence to the City's slogan: "Gateway to Channel Islands".
- (3) McGrath State Beach Park The McGrath State Beach Park, which could be expanded ultimately to 420 acres, lies in the northwest corner of the study area, westerly of Harbor Boulevard, south of the Santa Clara River, and extending southerly to the Mandalay Steam Generating Plant. This facility provides primarily for camping, with limited improvements planned for more intensive uses.
- (4) Channel Islands Harbor The marina area will grow as the population increases in the Oxnard area. This requires City and County cooperation and coordination. The General Plan designates the area to the north of Channel Islands Boulevard for water-oriented development, which could include a regional park.
- (5) Public Fishing Pier The City of Port Hueneme presently has a public fishing pier within that municipality. Consideration should be given to additional public fishing piers within the Oxnard Planning Area. A location at the end of West Fifth Street should be given further study.

F. School Park Concept

The neighborhood park and the neighborhood school should abut one another and function together as a neighborhood center. The elementary school provides for meetings, hobby clubs, and other indoor activities. The park provides both an active and a passive recreation area. Where an elementary school is not to be constructed, a neighborhood park should be provided with additional acreage and facilities to provide the

neighborhood center function. When the City acquires enough land for a larger neighborhood park, a school facility could still be built on part of the acquired land at some later date. In such a case, the combined facilities will still provide sufficient recreation area in combined facilities will still provide sufficient recreation area in conformance with City standards.

Similarly, the community park should be located abutting secondary schools. The secondary school facilities also provide for indoor recreational and social activities. Where community parks cannot be located abutting secondary schools, the park should be larger and facilities should be added in order to provide for the community center function.

Table XI indicates recommended sizes for various types of parks. In some cases, joint use is the most desired approach. These design concepts are flexible, however, reflecting:

- (1) Involvement of local citizens, recreation groups and organizations in the function of their parks;
- (2) Opportunities for use of available land of different sizes and shapes, while still considering design requirements and administrative costs;
- (3) Individual social and economic characteristics of the service area; and
- (4) Changing concepts of design and function.

G. Open Space Connectors

A key ingredient of open space provision is to take advantage of every possibility. A system of lineal connectors can connect open space areas with one another and urban activity centers. With high land costs and scarce land availability, some park development may not be possible. Linear parcels may be a valid substitute. Opportunities include: landscaped boulevard areas; power line easements; golf course peripheral areas; railroad rights-of-way; and flood control channels and river courses. These areas can serve as paths for pedestrians, hikers, horseback riders, and bicyclists.

TABLE XI

PARK STANDARDS

<u>Type</u>	Acres/1,000 At <u>Saturation</u>	Minimum <u>Size</u>	Radius of Service <u>Area</u>
Neighborhood <u>Park</u> :			
Abutting Elementary School	2.5 acres per 1,000*	6 Acres	.5 Miles
Not Abutting Elementary School	2.5 acres per 1,000*	16 Acres	.5 Miles
Community <u>Park</u> :			
Abutting Secondary School	1.5 acres per 1,000**	12 Acres	1.5 Miles
Not Abutting Secondary School	1.5 acres per 1,000**	20 Acres	1.5 Miles
<u>City-Wide</u> :	3.5 acres per 1,000***	Varies	4 Miles or More

*Including playground on Elementary School(s) within the neighborhood.

**Including playfields on Secondary School(s) within the community.

***Including County-wide Urban Parks, public golf courses, etc.

PUBLIC BUILDINGS

1. Introduction

Oxnard's growth requires expansion of the system of municipal buildings: general offices; fire; police; library; and cultural facilities. Population expectations themselves account for a substantial part of this need. In addition, the type of growth will affect the need for urban services. The need for new space increases with growth, but varies in quantity and quality according to the type of City activity and the character of urban growth. Population growth expectations have lowered over the past several years. The need for various public uses must consider these trends, reflecting lower births and migration.

2. Civic Center

Most of Oxnard's municipal operations are headquartered in the Civic Center at the northerly end of the Central Business District. It may not be essential, from an operational standpoint, that all City administrative and technical facilities be located in close proximity to one another. However, there are certain advantages to concentrating these facilities. Advantages include concentrating parking facilities, better communication and a favorable impact upon investment in retail, personal services, offices, restaurants, and residential development in the Central Business District. The potential for increasing community identity among Oxnard's citizens by further enhancing the existing Civic Center should not be underestimated.

The best approach to provide for space needs in the Civic Center is through a master plan. Future space needs can best be met by a staged expansion of logical sizes and building arrangements. Staged expansion should consider proper site use, utilization of natural light, flexible use of floor areas, present and future circulation patterns, and pre-programmed horizontal or vertical building expansion. In-depth studies of space use and needs can reduce the time spent in inter-office trips, as well as using space more efficiently within the office.

Estimates of future Civic Center space needs are based on the criteria developed by Gruen Associates, and used in the 1969 General Plan. They surveyed a number of United States cities which appeared to be operating satisfactorily in meeting their space needs. The factors developed were 1.8 Civic Center employees per 1,000 people, and 220 gross square feet of municipal office space per employee. Gross square feet does not include elevators, hallways, restrooms, and similar

utilization. These factors can be computed with a projected (1990) 144,000 population (i.e. assuming annexation of all the growth area - Chapter III). Using these factors and assumptions, there would be 260 Civic Center employees, using 57,000 gross square feet of space, in 1990. Fire, police, and library functions are not included.

The projected space needs can be compared to presently available space. About 26,000 gross square feet are now available in the two three-story buildings east and west of the Council Chambers. In addition, there are approximately 28,500 gross square feet in the four-story United California Bank building, not including the long term bank lease on the first floor. Lastly, there are 7,750 gross square feet available in the Community Development Department building. In summary, about 62,250 square feet are available. This should meet the City's needs through 1990.

3. Equipment Yard

The City Equipment Yard consists of an approximate five acre site at the northeast corner of Wooley Road and Pacific Avenue. There are five buildings ranging in size from approximately 4,000 to 200,000 square feet. These buildings include offices, shops, and space used by other public agencies. The equipment yard provides for storage of City equipment and supplies, and repair and maintenance activities. Approximately 500 vehicle and pieces of construction and landscaping equipment are provided for. With Oxnard's continued growth, small satellite yards may be desirable in other parts of the City. Such facilities would save time and fuel by avoiding cross-town trips for certain City vehicles.

4. Library System

The Oxnard library system is conceived of as a central facility with various field services. The provision of field services includes bookmobiles, possible branch libraries and other services. If branch libraries are constructed, they should be spaced properly and have service area populations of a reasonable size and distribution. They should be centrally located in their service areas. These alternatives should be evaluated through a detailed criteria and needs study for the Oxnard library system.

A unifying concept is a strong central library. The size and density of Oxnard permit the central library to serve a strong role. The central library is conveniently accessible by public and private transportation. It provides a central depository of basic library resources. The unifying role of

the central library should be strengthened.

Standards promulgated by the International City Manager's Association for cities between 100,000 and 200,000 indicate two books per capita, two seats per 1,000 population and .5 square feet per capita. Employees should range between one full time employee for every 2,000 to 2,500 people, with 100 square feet of floor area per employee. For purposes of this General Plan, a general estimate of library needs is based on a 1990 Planning Area of about 150,000 population. This assumes that areas such as El Rio would be annexed and that their libraries and/or library functions would be absorbed. The library system should have 75,000 square feet of floor space, seating for 300 people and 300,000 books. These standards indicate deficiencies in the present system. For example, based on the present population (1976) there are approximately 1.3 books per capita. Consequently, in addition to providing for future population, there is a need to correct existing deficiencies. However, a detailed study is needed to more fully evaluate the existing and future systems.

These standards are generalized and would be affected by other considerations. For example, the effectiveness of the number of books standard depends on the number of volumes by title. Secondly, book "readership" varies between cities, since cities vary in the inclination of their citizens to use library resources. Thirdly, the level of service is supplemented by the resources available, such as through colleges, universities, research organizations, and the Ventura County library.

5. Police Department

The need for facilities reflects the complexity of police functions. Field personnel assignments change with the number of calls and the time/distance of response. Administrative and secretarial personnel, however, may remain relatively stable. All these needs, in turn, depend on social and economic change in the City, and the desired level of service the City provides. Providing professional law enforcement services during future decades requires a sound commitment of support. The complexity of police functions requires utilization of modern technology in the deterrence of unlawful activity.

General assumptions can guide estimates of future space requirements. Field personnel, while representing the largest number of officers, account for comparably smaller floor space. This is because no desk space or other interior work areas need to be assigned. Individual field officers

require locker space, and a relatively small proportion of the briefing room, report room and other common areas. Personnel assigned duties within the station, on the other hand, do require designated work areas, either individually assigned or shared with personnel on other shifts.

In planning the floor space for the Public Safety Building, provision was made for 174 lockers, briefing area space sufficient to accommodate 40 persons at once, a report writing room capable of seating 11 officers, and other features that would be scaled to a police field contingent serving a city of 150,000. Other areas of facility, housing non-field personnel, are estimated to be proportionate to this level. The floor space provided, then, should be adequate for Police Department needs through 1985, and probably into 1990.

Given the rapid change in law enforcement service delivery, floor space estimates cannot be precise, but in recognition of this, a degree of flexibility in design and construction was provided. Beyond this, it is highly likely that in the late 1980's to early 1990's, the Police Department will be experiencing space needs. At that time, it would be appropriate to consider moving the Fire Department administration to an independent headquarters, freeing some 5,500 square feet for the Police Department.

In addition to the Public Safety Building, a police substation will be built at some future date in La Colonia, when money is available. Such a substation will be placed in a strategic location after consultation with residents and property owners in the area.

6. Fire Department

The City of Oxnard Seismic and Safety Element should be consulted to reference detailed goals, objectives and standards of fire safety, and recommend actions on fire hazards. The discussion below is supplementary, to provide conceptual guidance. Detailed studies are needed to determine fire safety facilities needs in 1990, commensurate with projected population. Such studies can be part of a recommended comprehensive "Master Plan for Fire Protection".

Anticipated population growth and location may create a need for new fire stations by 1990. Hazardous industrial and commercial developments may also require new fire stations. Generally accepted principals determining number and location of fire fighting facilities are influenced by the Insurance Service Office (ISO). Such determination is a science

involving detailed analysis. Land use and circulation patterns are important, as well as natural features, water supply, communications, and fire safety control. ISO determination can affect fire ratings of the City, and, consequently lower insurance rates to property owners.

The number of new stations depends on division of responsibility between the City and County. Shared facilities, automatic aid, mutual assistance and similar cooperation and coordination may affect the total facilities needed.

Certain general standards, however, are applicable as guides:

A. Fire Station Locations

Fire station locations are based on studies undertaken to minimize the conflict with barriers such as the ocean, the river, railroad tracks, and the freeways. Fire stations should be located on or near major streets with multiple directional possibilities. Because of potential congestion, they should be located away from intersections of major roads.

B. Residential Areas

In areas where development intensity is relatively low, one fire station (with a pumper unit or engine company) should be expected to serve an area whose most distant requirements involve not more than two miles of driving distance. A maximum of four minutes response time is desirable. A one and one-half mile maximum driving distance requirement has been considered appropriate for medium and high density residential areas. A maximum of three minutes or less response time is desirable.

C. Commercial and Industrial Areas

A ladder company or a snorkel-equipped station should be located within a one-mile travel distance in high value areas, such as commercial and industrial properties. A three-minute response time is desired for commercial and industrial areas. In high value areas, one and one-half miles maximum driving distance is desirable. In other areas, two miles driving distance or less is desirable.

7. Cultural Facilities

The Oxnard Community Center contains about 65,500 square feet of auditorium and meeting rooms. The Center serves many civic and cultural purposes, both City and County-wide. The

diverse, varied functions make it difficult to depend on a precise standard. However, based on the approximate 1975 Planning Area population (100,000), about .65 square feet are found per capita. On this basis, an additional 33,000 square feet would be needed to serve the approximate 1990 Planning Area population (150,000).

The 33,000 square foot increase represents a projected service function, which may be located in the present complex, or perhaps, in multiservice community centers. Meetings for neighborhood and community groups in such facilities would be located in the areas served. In contrast, the Community Center may become more a facility for City-wide functions and events and become the center for cultural activities. This may include museums, art galleries, exhibits, and similar functions. Other groups would be encouraged to use multi-service centers for meetings and events.

Besides the Community Center, there are other cultural resources in the Oxnard area. These include the Carnegie Library, and other historical buildings and sites. Use of such resources should be explored in greater detail in an Historic Preservation Element. Such an element could explore the implications of State and federal guidelines, rules, and regulations.

8. Multi-Service/Community Centers

Multi-service, or multi-purpose, centers are a new concept. A variety of functions may be included, such as government offices, offices for community groups, meeting rooms, and recreational and social facilities. The present facility in La Colonia is an example of such a center. A multi-purpose center may provide services for problems of employment, job training, welfare, day care, social security, and the like. Such functions depend on the social, economic and educational characteristics of the community served.

These needs change as the community changes. Multi-service centers should be centrally located and easily accessible to the entire community served. One potential designation of service areas is the residential communities found in the General Plan.

WATER AND SEWER UTILITIES

1. Land Use Relationships

Projected growth impacts on the present utility system. Conversely, the existing system may limit future growth. Utility systems, such as sanitary sewer, water and storm sewer, represent large capital investments. Careful design is necessary. The City cannot afford systems that are either oversized or undersized in relation to land use.

Water and sewer utilities need to be designed in conjunction with land use. The relationship is so strong that one will follow the other, regardless of design. On one hand, the intensity and character of land development may determine the magnitude of demand for a utility, its economic feasibility and its cost. On the other hand, the existence of a utility line creates incentive for development adjacent line. Utilities have strong "growth inducing impacts". This means that the City will annually update the General Plan in order to keep abreast of current growth trends.

2. Water Distribution

A. System Criteria

The water system may consist of two basic systems, or a combination thereof. One choice is the tree-like system which has lines branching out to points of entry. This may minimize the length of line and cost less. However, there are several disadvantages: (1) fluctuations in pressure; (2) difficulty in keeping pipes clear; and (3) potential cut-off of services when a main breaks. The loop system, by providing more than one point of entry, mitigates these disadvantages. Oxnard's present system is a combination of loop and tree systems.

- (1) Treatment facilities provide treatment of bacteria, taste, odor, hardness, suspended solids and chlorination. The capacity is based on peak daytime demand, a multiple of average daytime demand;
- (2) Water mains supply sufficient water with adequate pressure. Adequate fire flow requirements are met, including days of peak demand;
- (3) Storage facilities provide a ready quantity of water, maintaining pressure, and store water for contingencies and emergencies;

- (4) Blending stations combine the water from various sources while assuring proper pressure and quality.

A basic consideration in the water system is maintenance of fire flow capability. Fire flow capability is determined by system pressures, pipeline sizes, storage and pumping capacity and other factors. An analysis of these and other physical factors, by the Insurance Services Office, are major considerations in the determination of the City's fire rating. This fire rating then becomes a significant factor in establishing fire insurance rates.

After an extensive examination of the water supply and fire protection systems by the ISO in the latter part of 1975, the City was designated a Class III rating. The rating was based on a population of 85,000 and was an improvement over the previous Class IV rating.

B. Existing Water System

Domestic water supplies for the City of Oxnard are drawn from three principal sources. These are State Project water purchased from the Calleguas Municipal Water District, local water purchased from the United Water Conservation District (UWCD), and local aquifer water pumped from wells by the City of Oxnard. The UWCD obtains its supplies from winter runoff from the Santa Clara River and tributaries, and periodic releases from Lake Piru. These are percolated into our aquifers at UWCD spreading basins at Saticoy and El Rio. Groundwater from UWCD well fields is also used to supply water to local farms for irrigation purposes. The heavy pumping of wells in the Oxnard Plain has caused a net groundwater overdraft and in turn saltwater intrusion into the groundwater basis has taken place.

The water supply system for the City of Oxnard consists of import water facilities (Calleguas Municipal Water District) and local water facilities (Oxnard wells and UWCD transmission line). The imported water is automatically blended with the local water at each of three blending stations. These blending facilities maintain pressure in the transmission and distribution systems, and deliver water at 500 milligrams/liter total dissolved solids (TDS) in accordance with the Oxnard City Council Policy Statement of November, 1970. Current TDS values of import and local waters (Fall-Winter of

1976) result in a blend ration of 3.2 parts of import water to one part of local water, by volume, at each blending station.

The current critical water situation caused by the draught may require the City Council to change their policy on the amount of total desolved solids (TDS) permitted.

The import facilities from Calleguas MWD into the City of Oxnard consist of the Springville Reservoir (nine million gallon capacity), the import supply line which delivers water to the City, and the laterals which connect to the Gonzales Road, Third Street and Richmond Avenue Blending Stations. The design capacity of the import supply line from the reservoir is sixty-one cubic feet per second.

During calendar year (CY) 1975, a total of 16,410 acre-feet (A.F.) of water was delivered, of which 67.6 percent was purchased from Calleguas MWD; the remaining 32.4 percent being provided by local sources. No water was purchased from the UWCD Oxnard-Hueneme Transmission Line.

Early in CY 1976, the third blending station at Rose Avenue and Gonzales Road was activated, which blends UWCD water with import water. This station has become the primary unit in terms of priority of operation. Thus, there has been a shift in local water production, with City-owned wells providing only 35.0 percent of the total. With a grand total of 17,694 acre-feet delivered in 1976, 74.0 percent was purchased from Calleguas MWD, up from 67.6 percent in 1975. This increased usage resulted from higher quality requirements for blended water.

Under the City's Public Improvement Policy, all new development is required to install sufficient distribution lines, in accordance with the General Plan, to provide adequate domestic and fire protection service. The size and location of these lines are determined by the City. A five-year reimbursement agreement is granted for off-site, over-size, and other lines that may serve other properties. The City Council may elect to extend certain water facilities and to establish other terms and conditions for desirable economic development (Administrative Manual of Policies and Procedures, City of Oxnard).

C. Future Water System

The future water system will depend on the characteristics of each individual area served. Land use distribution and intensity is determinant. General projections are made, based on anticipated population growth. The exact design of the water system will reflect the high demands of industrial and commercial uses concentrated in certain portions of the service area.

A general prediction of future water requirements based on certain population estimates is possible. This prediction is based on the Updated Water Production Data Analysis Report (January 27, 1976); from the Oxnard Public Works Department. Using data for the ten year period (CY 1966-1975), a regression analysis determined that the annual average water demand has been increasing at 5.6 percent per year, while population growth was 3.6 percent per year for the same time frame. In light of these projections, the City must pursue various programs to encourage water conservation to assist the City in approaching water self-sufficiency.

The Water Master Plan of the City provides a detailed evaluation and estimation of the City's water system, both present and in 1990. This is based on examination of demand characteristics and system capabilities, existing and future. Alternative systems and situations can be evaluated through sophisticated computer techniques. This concept of evaluation of alternatives contrasts with prescription of an exact, predetermined network. The Water Master Plan describes a 1990 network, based on currently expected 1990 development. However, it allows for future land use changes which may affect the anticipated system.

The cost of importing water will be increasing considerably in the near future when the contracts with the State Water System expire; therefore, the City of Oxnard should pursue a program of water self-sufficiency through desalinization, recycled waste water, and other means of water conservation.

The discussion in this General Plan is to provide guidance and there will be a Water Master Program developed to provide details and refinements of the water program.

3. Sewer System

A. System Criteria

Ideally, a sanitary sewer system is based on gravity flow in natural drainage basins. Because of the flatness of Oxnard, these criteria may not be as important as in other cities. The Oxnard system is, rather, with some minor loop exceptions, a single tree design. The size of the branches is determined by the sewage discharge of various land uses. The grade is kept sufficient to provide transport of solid materials. Where topographical conditions prevent gravity flow, lift stations and force mains are used.

Sanitary sewage systems need to accommodate the maximum anticipated (i.e. peak daily) flow. Sewer lines need to be designed to flow less than full at peak flow. This provides for adequate ventilation of emitted gases, and a margin of safety for storm flow, infiltration of ground water, or other unusual conditions. Because of the seasonal nature of many industries in Oxnard, a cyclical variation in the flow occurs during the year.

Additional system criteria relate to sewage treatment. Conformance to federal environmental standards is necessary. These apply to solid, liquid and gaseous effects of sewage disposal. Water reclamation and reuse may be considered as part of the treatment system. Feasibility of water reclamation systems requires further study.

B. Existing Sewerage System

Waste waters are collected by a system of underground pipelines and are conveyed to the City's Waste Water Treatment Plant (WWTP), mainly by gravity. There are twenty-six sewage pumping stations and force main systems in operation to convey waste water where gravity flow is not possible.

The Oxnard Waste Water Treatment Plant is currently operated by the Ventura County Regional Sanitation District, and provides primary sewage treatment. This process involves removal of floatable and settleable solids (suspended solids are not removed), and subsequent discharge to the ocean through a combination 30-inch and 48-inch outfall that is 6,000 feet from the shoreline. Currently, the treatment plant is having some difficulty meeting the discharge requirements of the National Pollution Discharge Elimination System (NPDES)

permit (pursuant to the Water Pollution Control Act of 1972), due to plant operational difficulties and design difficulties. In order to meet current and future federal and state standards, the treatment plant will have to upgrade its facilities to secondary sewage treatment. A contract to complete these facilities was awarded in May, 1977, and the upgraded treatment plant is scheduled to be on stream by 1979.

The design capacity of the Oxnard Waste Water Treatment Plant is 25 million gallons of sewage per day (MGD) for primary treatment. Once the plant is equipped with secondary treatment, the design capacity will be reduced to 22.6 MGD peak flow. Then the incoming sewage flow is measured and recorded, the peak treatable capacity is defined as the maximum value determined by averaging the influent flow over a five-day or 120-hour period during any consecutive twelve month period. The approximate average daily flow rage for CY 1976 was 11.0 MGD. Average flow rates should not be confused with peak flow rates. The peak seasonal dry weather flow rage for CY 1976 is estimated at 15.8 MGD.

The City of Port Hueneme, the U.S. Navy Pacific Missile Test Center, Point Mugu, and the Naval Construction Battalion Center, Port Hueneme, have been allotted a percentage of the plant's design secondary treatment capacity. A total of 5.7 MGD out of the plant's 22.6 MGD peak flow secondary treatment capacity has been allocated to these three agencies, therefore allowing 16.9 MGD for the City of Oxnard. This amounts to approximately 25 percent of the plant's total capacity. Currently, the peak dry weather flow from these agencies is approximately 3.1 MGD (City of Port Hueneme), 0.17 MGD (CBC), and 0.2 (PMTC, Point Mugu), for a total of 4.0 MGD peak dry weather flow; the peak flow for the City of Oxnard is depending upon further growth.

Sewer connection fees include a portion of the pro-rata capital cost of the treatment plant, ocean outfall, and trunk lines. In addition, the Public Improvement Policy provides that new development shall pay its equitable share of abutting sewer mains. Sewer main types, sizes and locations and lift stations are determined by the City, in order to minimize maintenance and replacement costs, and to provide service to upstream areas (Administrative Manual of Policies and Procedures, City of Oxnard).

C. Future Sewer System

It is anticipated that the future sewer system will serve the land use pattern assumed in this General Plan. The same County-wide land use pattern is found in the Subregional Transportation Plan and related studies. However, the precise nature of land use is the final determinant of the system's needs. The demands on the system depend on the exact type of development. This is especially true with industrial land use.

The future sewer system will consist of a central regional wastewater treatment plant serving, essentially, all the City of Oxnard and the City of Port Hueneme, including the Construction Battalion Center and the Pacific Missile Test Center, Point Mugu. According to County-wide population projections, as also used for Oxnard proper, this area will have a 1990 population of about 175,000.

Based on a "rule of thumb" of 100 average gallons per day per person (Sewerage Manual, County of Ventura), about 17.5 millions per average day will be generated in 1990. To this general estimate, a figure can be added for commercial and industrial uses. According to the Sewerage Manual, roughly 3,000 to 4,500 average gallons per day per acre are generated for both commercial and industrial uses. County land use assumptions (Land Use Data by Analysis Zone 1975/1990, County of Ventura), indicate 3,500 acres of commercial and industrial uses in 1990 for the service area of the above-mentioned treatment plant. Military bases are assumed to generate similar sewer needs. Using the 3,000 to 4,500 range, 9.0 to 13.5 million average gallons per day would be generated, which must be added to the estimate for residential generation.

In summary, the major land uses (residential, commercial and industrial) would generate a total of about 26.5 to 31.0 MGD. A contingency, say 5 percent or 1.5 million gallons, could be added for miscellaneous uses such as schools, hospitals, and rest homes. An additional 25 percent may be added for peak volume, but this is a very rough estimate, due to the fluctuations in agricultural processing or other industry. This gives a need for a 1990 system and plant to provide for about 41 MGD.

This straight-lined projection may be reduced by water conservation, or by programmed reuse of effluent. However, the sewer treatment plant may have to be expanded after it goes to secondary treatment, in order

to meet projected demands. If federal funding is not available for this second expansion, then alternative methods of funding for this expansion must be considered.

The general prediction for 1990 is illustrative. A detailed evaluation and estimate of the City's 1990 sewer system is available in the City's Master Sewer Plan, which provides both a potential system and a method of evaluating alternatives, similar to the Master Water Plan. This General Plan is to provide conceptual guidance and support and the City's Master Sewer Plan will be developed to provide details and refinements of the sewer program.

4. Storm Drainage

A. System Criteria

Storm drainage systems are necessary because of urban development. Before development, natural drainage takes place through surface runoff and natural channels, or the rainfall is absorbed. Urbanization "waterproofs" the land, and creates a need for curbs and gutters, storm drains, retention basin, and the like, to protect public and private property.

Control of storm water involved economic and environmental "trade-offs". In consideration of economics, there is a calculated or acceptable, risk, i.e. the point at which it becomes uneconomical to protect property from damage. For example, City streets are designed to contain a ten-year storm within the public right-of-way, and structures are raised above a fifty-year storm. The acceptable risk concept recognizes that it is inevitable that some flood damage may occur from greater than fifty-year storms.

The environmental "trade-off" occurs when natural water courses are straightened and lined and retention basins are constructed. This recognizes that flood control may have adverse environmental effects. One example is sand trapped behind a dam, which prevents beach replenishment. Another example is the degree that channel lining prevents water absorption.

Storm water drainage may consist of a combination of natural and artificial water courses, underground pipe systems, and surface use of the street system. The amount of water depends on: (1) the size of the watershed area; (2) storm duration and intensity; and

(3) land use and site development characteristics, which affect drainage retention. Precise criteria are developed to determine the size of needed facilities. In addition, there are questions of hazard and convenience, such as standing water in areas of pedestrian or vehicular circulation, as well as insect infestation and providing an "attractive nuisance" for children.

In addition to urban drainage systems, there are the problems of major river courses and flood plains. These are examined in detail in the adopted Seismic and Safety Element. Local problem flooding areas and major flooding areas are mapped. In addition, identifying "areas subject to flooding" is required by the State Government Code (Section 65302 (g)) as part of this Land Use Element. (This is interpreted to mean areas subject to major floods, rather than temporary local ponding due to storms.) Major flood-prone areas are mapped as part of the 1990 Land Use Element Development Constraints Map.

B. Existing Storm Drain System

The Oxnard storm drain system contains lesser components under City jurisdiction and major components (red line channels) under County Flood Control District jurisdiction. The lesser components include streets, secondary drains, and minor drains, usually designed to accommodate ten-year storms. Secondary drains are the principal tributaries that feed into the red line channels or other major watercourses. Secondary drains may be in existence, may be created by the enlargement of minor drains, or may be created as a result of future needs. Minor drains consist of catch basins, small culverts, swales, and shallow ditches. Red line channels are major drains which are planned to prevent major damage and loss of life, and to control waters flowing in rivers and streams. The red line channels in the Oxnard Growth Area are:

Doris Avenue Drain	Rice Road Drain
Fifth Street Drain	Mugu Drain
West Wooley Drain	El Rio Drain
Oxnard West Drain	Santa Clara Drain
"J" Street Drain	Nyeland Drain
Oxnard Industrial Drain	Beardsley Drain
Revolon Slough	

Under the City's Public Improvement Policy, the developer dedicates the necessary right-of-way for red line channels and secondary drains and their service needs, and contributes an equitable share of their ultimate improvement. Each development is required to safely convey its storm runoff to the nearest watercourse with available capacity. All drainage plans utilizing drainage channels under the jurisdiction of the County must be approved by the Ventura County Flood Control District, as required by state law and county ordinance. The City, by utilizing developer fees, may assist the developer in providing improvements to storm drains where the improvements benefit areas outside the development (Administrative Manual of Policies and Procedures, City of Oxnard).

Oxnard also uses storm water retention basins. These are on private land and provide for control of excess water in outlying areas until such time as urban development justifies attachment to the overall system. In contrast to some other cities, there is no connection between the sanitary sewer and storm drain system.

C. Future Storm Drain System

The future storm drain system must accommodate urban development as anticipated by this Land Use Element. There is also need to further accommodate areas subject to local, temporary flooding alleviating the problems of sheet flooding areas as pointed out in the Seismic and Safety Element. (Refer to the Seismic and Safety Element Map.) In the provision of new facilities, continuation of an "acceptable risk" concept is anticipated. City streets will continue to accommodate storm flow as part of the drain system. Similarly, the benefits of accommodating a higher than fifty-year storm are not felt to be offset by the higher costs of such a system.

The National Flood Insurance (NFI) program requires that all future development be outside areas subject to flooding by the NFI 100-year storm or that certain precautions be taken to raise development out of that flood plain, or to otherwise mitigate the effects of such development within the NFI flood area. The development of lands within the City must take this into account and specific mitigating actions must be taken if development occurs in the NFI flood areas.

A Master Drainage Plan may be developed in order to answer certain questions as to the need for new facilities and a degree of acceptable risk for the City.

In addition, there may be specific studies for certain areas of Oxnard not previously surveyed, such as the Storm Drain Deficiency Report for the City of Oxnard, Engineering Science, Inc., 1967. The discussion in this General Plan is to provide conceptual system guidance and support and is not intended to supersede related studies.

ENERGY SYSTEMS

1. Background

Energy is integral to our lifestyle and economy. The availability and price of energy has a direct and significant effect on the standard of living, employment, housing and shopping opportunities, mobility, and "quality of life". The vast majority of basic energy needs, approximately 90% in California, are met from fossil fuels. Since these fuels are ultimately limited resources, the present energy status quo cannot continue indefinitely. To maintain the "quality of life", it may be necessary to develop and use energy sources, such as nuclear power, wind, or solar energy, methane gas from waste materials, other sources of energy, and to cut back on increasing consumption. Costs for new energy sources will be high, but the costs associated with fossil fuels will continue to rise with the depletion of scarce resources, making alternative sources more desirable.

Energy conservation priorities and policies are part of the planning process. Planning the total system of energy and land use may achieve an acceptable, or maximum, level of energy deficiency. As with other utilities, such as gas, water, and sewer, there is a complementary relationship with land use. Energy provision serves new developments, but the existence of energy, as with other utilities, may be "growth-inducing". In general, provision of gas and electricity accommodates new development approved by the local jurisdiction. Energy planning is difficult and complex for local jurisdictions, because energy providers (i.e. public utilities) are corporations, working under State control, with large service areas extending across jurisdictional lines.

This section specifically considers energy as a public utility, as part of the Land Use Element. This is mandated by the federal government. The subject, however, extends beyond to include almost all planning processes and urban functions.

2. Gas Service

Gas service is provided by the Southern California Gas Company. Currently, the supply of natural gas is primarily from out-of-state sources. Even with the importation of LNG, or Outer Continental Shelf (OCS) development, the principal supply of gas would still be from out-of-state sources. One major natural gas pipeline terminates in the Oxnard area. This 30-inch line is in the Ormond Beach area.

The availability of gas is based on the classification of users, based on ability to use alternate fuel supplies. Large commercial and industrial users must store and have facilities for alternate fuels. Of lowest priority are electric utility generating systems.

3. Electric Service

The electric system within the Oxnard Planning Area consists of two generating plants, Ormond Beach Generating Station and Mandalay Generating Station, and their associated lines and substations. The Ormond Beach Generating Station provides two 750 megawatt (MW) oil and gas fired units, and the Mandalay Generating Station provides two oil and gas fired units and a gas turbine, producing a total of 551 MW. The Southern California Edison Company (SCE) generates about 1,850 megawatts of electricity at these two plants. This power flows into the integrated power network and is distributed to various points in Ventura County and throughout the Southern California service territory.

The Ormond Beach facility is currently operating at about 87% capacity to comply with local APCD standards. Operating under a variance, the plant is the object of large-scale research and development efforts by SCE to bring it up to full production and still meet local emission criteria. Since the Ormond Beach and Mandalay plants rely totally on petroleum and natural gas, their fuel consumption and costs have reflected recent trends in petroleum supplies and prices. With increasing shortages of natural gas, gas has been directed from the power plants to more critical needs, such as industry and homes. Consequently, SCE has been forced to largely switch from natural gas to Indonesian low-sulphur fuel oils. Although these oils are relatively clean burning compared to other fuels, they are less clean than natural gas. As a result of this switch, the SCE plants have substantially increased their emissions of SO_x and particulate matter. However, the SCE has been converting the sulphur oil content from .5% by weight to .25% at all its oil fired generating stations. By burning this cleaner fuel, there will be a substantial decrease in SO_x emission.

The following criteria are presented for conceptual guidance on how service areas and neighborhoods will be organized by 1990. The actual service area for a particular function, such as park or community center, may vary. This depends on the location and timing of growth and the financial ability to provide new facilities. Service areas may change over time.

Various locational criteria exist for community facilities, both public and private. In general, clustering and centralization of facilities can provide focus and identity. This enables easier access and shortens vehicle travel distances. Clustering and centralization also increase access through the pedestrian circulation system. Community functions can be provided for in a safe, convenient and pleasant manner. Clustering and centralization also make public transit more efficient and easier to route.

Several guidelines are used for the designation of communities:

- a. Communities should be roughly balanced in existing population, forecast population and number of neighborhoods. A size of 15,000 to 30,000 and five to ten neighborhoods is recommended.
- b. Community boundaries should consider major features such as freeways and railroads.
- c. Communities should focus or identify with one or more facilities such as secondary schools, parks, shopping areas, service centers, and the like.
- d. Communities should be compatible with data resources and boundaries, such as the U.S. Census and State Special Census.

2. Community Boundaries

The Neighborhood's map on page designates community boundaries and their relation to 1980 census tracts. Census tract boundaries are important in designating community boundaries. Many population counts or estimates are only available on a census tract basis. Census tracts, a common denominator used by government agencies at all levels, assist in data representation and comparison. Community boundaries are within or tangent to boundaries which have been designated for the 1980 U.S. Census.

In addition, community boundaries reflect the City's Phasing Policy. Consequently, community boundaries at the periphery of the City conform to the expected long-range (i.e. beyond 1990) limits of urban development.

3. Community Analysis

a. Del Norte Community

The Del Norte Community is the northernmost portion of anticipated urban development and encompasses all significant residential development north of the Ventura Freeway. This community contains some areas older than the City of Oxnard.

The area encompasses census tracts 50 and 51. Del Norte contains the discontinuous population concentrations of El Rio, Nyeland Acres, and Strickland Acres. In the long-range (i.e. beyond 1990), urban development is expected to connect these areas.

This community had a 1975 population of about 7,500, according to the State Special Census. By 1990, the population is expected to increase to about 10,500.

Relatively slow growth is expected because of the large lot, semi-rural character of the area. The lack of sewer facilities, police and fire protection, and parks contributes to the lack of growth potential. Substantially higher growth in this area would create inordinate loads on downstream sewer lines, according to the Public Works Department. The area is anticipated to retain a low density residential character, averaging about six dwelling units per gross acres.

b. Northwest Community

The Northwest Community is bound by Doris Avenue on the south and Oxnard Boulevard on the east. The northern boundary is near the Santa Clara River. Specific planning in the area of the planned municipal golf course will determine the exact extent of residential development. Susceptibility of flooding is a factor. The western boundary, until after 1990, is the northerly extension of Patterson Road. The area encompasses census tracts 29, 30 and 33.

The subject community had a 1975 population of 13,500, according to the State Special Census. By 1990 this is expected to increase to about 24,700.

The community contains some of the most recent growth in the City. Relatively substantial new growth, about 60%, is expected by 1990. This includes a filling out of the community with conventional single family development. In addition, one neighborhood, north of Vineyard Avenue, will be predominantly multiple family development, averaging medium density of about twelve dwelling units per gross acre. The remainder of the community will average six dwelling units per gross acre.

c. Northeast Community

The Northeast Community is located between the Central Industrial Area and the Ventura Freeway, and east of Oxnard Boulevard. The area encompasses census tracts 31, 32 and 49. Ultimate development, beyond 1990, may extend easterly to the east bypass transportation corridor. Until 1990, new development is only assumed west of Rose Avenue, except for in-filling of the Rose Park neighborhood.

The subject community had a 1975 population of 12,800, according to the State Special Census. By 1990 this is expected to increase to about 20,100.

The community contains two residential areas separated by agricultural lands. There is an area of newer development between the Ventura Freeway and Gonzales Road. Secondly, there is the older area of the La Colonia and Rose Park between the Central Industrial Area and the future Colonia Road extension. The easterly portion of La Colonia has been part of Oxnard since incorporation. Between the two residential concentrations, a filling-in of residential development is assumed in two presently undeveloped residential neighborhoods north of La Colonia. This represents a policy of avoiding the locational isolation of La Colonia from the remainder of the City.

Reflecting existing development, at slightly above the typical lower densities found in Oxnard, the area south of Colonia Road is depicted at eight dwelling units per acre. This reflects higher numbers of multiples, smaller lot sizes, and the presence of several single detached units on the same parcel. Some redevelopment at slightly higher densities may occur. North of this area, however, development is assumed to be at 4.5 units per gross acre.

d. Central Community

The Central Community is located between Doris Avenue on the north and Channel Islands Boulevard on the south. The westerly boundary is Ventura Road and Oxnard Boulevard and the Ventura County Railroad on the east. Census tracts 34, 35, 37, 38 and 39 are within this community.

This community had a 1975 population of 10,700 according to the State Special Census. This is expected to increase slightly to about 23,000 by 1990. This anticipated increase is because of: (1) a replacement of single family units with multiples expected in three neighborhoods abutting the CBD and the Community Center; and (2) an increase in family size in older, single family detached neighborhoods. A minor increase in number of new units is expected.

The community contains two sub-areas. To the north of Wooley Road is an older area, including the CBD, which was part of the original City incorporation (1903). (Actually, the original City limits extend as far south as Hill Street.) Secondly, there is a newer area, generally developed between the end of World War II and 1960, extending as far south as Channel Islands Boulevard.

Considering the aging of these two sub-areas, increased conservation, rehabilitation, and redevelopment efforts will be necessary between now and 1990. No large-scale redevelopment is anticipated and, on the whole, the area will remain generally stable in density. Additional multiples may upgrade the residential character of the community. This depends on quality and price range. There is need to introduce multiple housing appealing to middle and upper income households in the northern portion, to diversify that area and provide support for the Central Business District.

e. Southwest Community

The Southwest Community is located south of Fifth Street, west of Ventura Road, and adjacent to the City of Port Hueneme, Channel Islands Harbor, and the Pacific Ocean. The area encompasses census tracts 36.03, 36.04, 36.05 and 36.06. Ultimate development, beyond 1990, may fill in the remainder of the community to Fifth Street. In the interim, in accordance with the City's Phasing Policy, the area north of Wooley Road, between the Edison Canal and Victoria Avenue, will remain in agricultural use.

The subject community had a 1975 population of about 11,400, according to the State Special Census. By 1990, this is expected to increase to about 25,700. Thus, the area has one of the highest assumed growth potentials, possibly increasing by 110% in fifteen years.

The community contains three types of residential development: (1) waterside development, with docking of boats adjacent to individual residences, as found in Mandalay Bay and Channel Islands Harbor; (2) beach- and marina-oriented residences in the immediate coastal area; and (3) more conventional residential development, found between Victoria Avenue and Ventura Road.

The community contains generally higher priced houses, condominiums and apartments. Second homes may be more prevalent in this area than other parts of Oxnard. In 1975, according to the State Special Census, about 150, or 9%, of the dwelling units west of Ventura Road were second homes.

Future development will contain a mixture of residential densities. Mandalay Bay and the neighborhoods east of Victoria Avenue will average about six dwelling units per gross acre. The Oxnard Shores Area will average about 4.5 dwelling units per gross acre, reflecting smaller lot sizes and more multiples. Higher densities, at twelve dwelling units per gross acre, are expected in the neighborhoods of Hollywood Beach and Silver Strand and adjacent to Channel Islands Harbor.

f. South Central Community

The South Central Community is south of the central portion of Oxnard adjacent to, and east of, the City of Port Hueneme. The eastern boundary is the Ventura County Railroad right-of-way, which also serves as a census tract boundary. Census tracts 40, 41 and 45 are included in the subject community.

According to the State Special Census, this community had a 1975 population of 19,100. By 1990, this is expected to increase to about 21,800. As implied, the area is expected to retain a stable residential pattern with some in-filling of vacant parcels.

The area contains neighborhoods of newer single family development and older, more modest single family development. Multiples are generally found along the

arterial streets, such as Channel Islands Boulevard and Saviers Road. The south portion of the community, below Pleasant Valley Road, contains higher densities due to past development and zoning allocations. The latter area is expected to develop at twelve dwelling units per gross acre, while the remainder is expected to develop at six dwelling units per gross acre.

Most development dates from about 1960. Being a more recent age and without a high growth potential, this area will remain relatively stable. An increase in dwelling units will be somewhat offset by a decline in household size. With aging, certain older pockets of development may benefit from code enforcement and conservation efforts and help retain overall residential quality.

g. Southeast Community

The Southeast Community is located southeast of the Central Industrial Area and east of the Ventura County Railroad. The permanent site for Oxnard College is centrally located in this community. The community is bordered on the north, east and south by agricultural lands. Census tracts 47.01, 47.02 and 47.03 are found in the Southeast Community.

Dependent upon the City's Phasing Policy, residential development may, after 1990, extend from Fifth Street to Hueneme Road. The easterly boundary may extend to Rice Road, but this depends also on the City's Phasing Policy and the type of highway development in the east bypass transportation corridor.

At the time of the 1975 State Special Census, this community had a population of about 10,600. By 1990, this is expected to increase substantially to about 18,700. Until after 1990, in-filling will be stressed, rather than any residential extensions into open agricultural lands to the north or south. The area contains generally newer single family development. Some clusters of higher multiple family development are anticipated north and south of Oxnard College. Because of the existing number of subsidized low income units, some conservation efforts may be needed before 1990.

4. Residential Neighborhoods

Tables A through I indicated the proposed land uses for the neighborhoods within the various communities in Oxnard. These figures represent the land use pattern at full

development. Areas in acres are indicated for the various land uses. Maximum permitted dwelling units and total projected population are also indicated. The acreages indicated are in terms of gross acreage, which excludes thoroughfares, but includes the minor streets and roadways within the neighborhoods which are assigned proportionally to the land uses they abut.

MAJOR COMMERCIAL CENTERS

1. The Esplanade Area

The Esplanade Area is bounded by the Ventura Freeway on the north, the Southern Pacific Railroad on the west, and Vineyard Avenue on the east. The Esplanade Area contains about 60 net acres, of which approximately 40 are in the Esplanade Shopping Center. Future growth is expected from in-filling of vacant or underdeveloped land. For example, additional investment can be expected on the Fedmart Site.

The Esplanade Shopping Center has many advantages over other commercial centers in Oxnard. The center is centrally located in terms of a regional market area. Visibility to the Ventura Freeway is important. Access to the center, and within the area, is relatively good. Many good anchors, such as department stores and other major retailers, are found in The Esplanade. As borne out by the 1975 Special Census, about 40% of Oxnard households do their major shopping, other than food, in The Esplanade Regional Shopping Center. Continuation of the importance of this area for retail sales is proposed.

Also, a regional office center is developing to the southeast of Vineyard Avenue (i.e. the "Financial Plaza"). There is an abundance of commercial zoning west of the Southern Pacific tracks, both east and west of Oxnard Boulevard (i.e. the "Wagon Wheel"). This area is proposed as "speciality retail" and highway commercial. There are also industrial uses east of Vineyard Avenue and south of the Financial Plaza which should experience reinvestment to commercial uses complementary to the Regional Center.

The Esplanade Area is the most successful commercial area in Oxnard, and has high development potential. However, care should be taken to avoid over-developing the area to regional activities to avoid overloading the abutting thoroughfares and other public facilities. If the Central Business District and the Centerpoint Mall achieve regional status, some commercial investment will be diverted from The Esplanade. The regional center should not be permitted to expand on to properties outside of the 60-acre Esplanade Area.

2. Central Business District

The Central Business District of Oxnard extends from the south side of Doris Avenue on the north, southerly to the north side of Wooley Road on the south. The east boundary includes those properties east of Oxnard Boulevard, west of the Southern Pacific Railroad right-of-way and those

properties westerly of Factory Lane and the terminus of Sixth and Seventh Streets. The west boundary extends along the east side of "D", north of Fifth Street to Second Street, and includes those properties fronting "A" Street north of Second Street to Doris Avenue.

The continuation of the Central Business District as a major commercial center depends on concerted efforts by the City and private enterprise. A number of special activities and functions found in the area provide incentive for a continued role. These include the Civic Center, Community Center, banks, government offices, churches and social clubs.

The Central Business District presently contains about 115 net acres of commercial land use. This is anticipated to expand to approximately 135 acres by 1990. However, this will not extend the Central Business District. Rather, it will be an in-filling of existing vacant and underdeveloped land. In addition, certain older residential units within this area will be replaced by commercial development. As indicated, only a modest expansion of commercial development is anticipated. This is a corollary to expanded development experienced in The Esplanade Area and the Centerpoint Mall.

Much of the revitalization of the Central Business District will depend on redevelopment efforts. Such efforts include: (1) rehabilitation of substandard structures; (2) assembly of property; (3) improved parking and access; (4) elimination of mixed land uses; and (5) encouragement of private reinvestment. The General Plan requires continuation of these activities.

In addition, there is need to promote higher quality residential development adjacent to the Central Business District. Such development can diversify the population, upgrade retail potential, and increase the nighttime and weekend activity in the area.

3. Centerpoint Mall

The Twin Centers is the third major commercial center in Oxnard. The area is north of Channel Islands Boulevard on both sides of Saviers Road. The area includes two compact shopping centers of conventional design. The complex on the west is larger, with a discount center and a major dry goods store as anchors in a mall design concept. The smaller complex on the east side has a more linear, arcade design. No expansion of these two complexes is assumed beyond their present sites. Consequently, the Twin Centers will remain at 40 acres until after 1990. Expansion will take place through intensification at the present sites.

Because of size and location, the Centerpoint Mall complies with the criteria for a Regional Center. However, certain characteristics are missing, such as major department stores or outlets for major chains. For reasons such as these, the Centerpoint Mall falls between the criteria for a Regional and a Community Center. Expansion to a true regional facility should take place through upgrading and modification of the existing area, rather than expansion to adjacent residential areas.

LAND USE 1990 TABLE A
COMMUNITY - DEL NORTE

-----AREA (ACRES)-----

NEW	NEIGHBORHOOD	TOTAL	RESIDENTIAL	COMMERCIAL	PARK	SCHOOL	OTHER	DU/AC	TOTAL UNITS (BUILDOUT)	PROJECTED** 1990 POPULATION
1	El Rio West	394.3	307.3	15.0* ¹	7	10	55 ²	4.5	1,380	2,400
2	El Rio	570.8	508.1	35.4*	2	33	0	5.9	3,000	5,500
4	Nyeland Acres	167.8	142.9	20.6*	7	2	0	6.0	860	1,900
6	Strickland	363.6	90.3	2.0* ³	10	60	201 ⁴	6.0	540	700
COMMUNITY TOTAL		1,496.5	1,048.6	73.0	26	105	256		5,780	10,500

* Includes County Zoning.

** Based on adopted 1990 Regional Land Use Plan population estimates.

1. Six acres District Center
2. Forty acres Open Space; 15 acres County Service Facility
3. Neighborhood Center
4. Open Space

LAND USE 1990 TABLE B
COMMUNITY - NORTHWEST

-----AREA (ACRES)-----

NEW	NEIGHBORHOOD	TOTAL	RESIDENTIAL	COMMERCIAL	PARK	SCHOOL	OTHER	DU/AC	TOTAL UNITS (BUILD OUT)	PROJECTED 1990 POPULATION
NW-1	Carriage Square	282.0	225.4	41.7	5	12	0	6.1	1,370	3,500
2	Orchard	182.0	120.2	48.8 ²	10	0	1 ³	7.7	925	2,500
3	South Bank	292.6	165.1	7.2 ⁴	12	12	96 ⁵	8.6	1,420	3,300
4	Golf Course	369.2	68.8	0	0	0	300.4 ⁶	2.5	175	400
5	Sierra Linda	196.3	173.3	5.0 ⁴	6	12	0	8.8	1,520	4,400
6	Fremont	179.3	127.0	25.4 ⁷	2	25	0	7.2	910	2,400
7	Cabrillo	349.1	298.9	2.3 ⁴	30	13	5 ⁸	4.9	1,470	4,600
8	Windsor North	340	274.5	.5	12	0	53 ⁹	3.9	1,070	3,300
COMMUNITY TOTAL		2,190.5	1,453.2	130.9	77	74	455.4		8,860	24,400

*Based on Adopted 1990 Regional Land Use Plan population estimates.

1. Eleven acres Special Study Area.
2. Seventeen acres Community Center; 11 acres Special Study Area.
3. Fire Station.
4. Two acre Neighborhood Center.
5. Twenty-four acres Cemetary; 9 acres Drainage Facility; 61 acres Open Space.
6. Golf Course and Related uses.
7. Fourteen acres Community Center.
8. Drainage Facility.
9. Fourty-five acres Golf Course; 8 acres church site.

LAND USE 1990 TABLE C
COMMUNITY - NORTHEAST

-----AREA (ACRES)-----

<u>NEW</u>	<u>NEIGHBORHOOD</u>	<u>TOTAL</u>	<u>RESIDENTIAL</u>	<u>COMMERCIAL</u>	<u>PARK</u>	<u>SCHOOL</u>	<u>OTHER</u>	<u>DU/AC</u>	<u>TOTAL UNITS (BUILDOUT)</u>	<u>PROJECTED* 1990 POPULATION</u>
1	Rio Linda	334.0	299.0	9.3 ¹	15	10	0	4.5	1,350	4,000
2	Gonzales	467.5	410.5	2.0 ²	15	40	0	4.5	1,850	5,000
3	La Colonia	304.9	207.2	25.4 ¹	31	19	28 ³	8.0	1,600	6,600
5	Rose Park	206.3	153.8	7.6 ⁴	17	10	18 ⁵	8.0	1,230	4,500

COMMUNITY TOTAL	1,312.7	1,070.5	44.3	78	79	46			6,090	20,100
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* Based on Adopted 1990 Regional Land Use Plan population estimates.

1. One acre Neighborhood Center
2. Two acre Neighborhood Center
3. Industrial
4. Eight acres District Center
5. Drainage Facility and Spreading Ground

LAND USE 1990 TABLE D
COMMUNITY - CENTRAL

-----AREA (ACRES)-----

<u>NEW</u>	<u>NEIGHBORHOOD</u>	<u>TOTAL</u>	<u>RESIDENTIAL</u>	<u>COMMERCIAL</u>	<u>PARK</u>	<u>SCHOOL</u>	<u>OTHER</u>	<u>DU/AC</u>	<u>TOTAL UNITS (BUILDOUT)</u>	<u>PROJECTED* 1990 POPULATION</u>
1	Fremont South	170.3	101.9	25.0	0	43	0	4.9	500	1,300
2	Wilson	188.0	165.1	19.2	7	0	0	9.4	1,550	2,600
3	Hobson Park East	136.0	89.1	15.2 ¹	19	13	0	13.7	1,220	2,400
4	Hobson Park West	107.2	88.7	6.3 ¹	11	0	12	14.2	1,260	3,100
5	Bartolo Square	238.7	214.7	13.0 ³	0	12	0	5.8	1,240	4,000
6	Kamala Park	355.5	272.9	23.2 ¹	24	41	14	8.2	2,240	5,700
7	Cal-Gisler	266.3	213.7	28.9	4	17	32	5.8	1,240	3,750
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COMMUNITY TOTAL		1,462.0	1,146.1	130.8	65	125	5		9,250	22,850

* Based on Adopted Regional Land Use Plan population estimates.

1. One acre Neighborhood Center
2. Drainage Facility
3. Thirteen acres Community Center
4. Fire Station

LAND USE 1990 TABLE E
COMMUNITY - SOUTHWEST

-----AREA (ACRES)-----										PROJECTED 1990 POPULATION
NEW	NEIGHBORHOOD	TOTAL	RESIDENTIAL	COMMERCIAL	PARK	SCHOOL	OTHER	DU/AC	TOTAL UNITS (BUILD OUT)	
SW-1	Marina West	298.0	258.3	4.5 ¹	7	12	16.5 ¹	5.3	1,370	4,400
2	Via Marina	291.1	255.6	22.0 ²	14	14	0	6.6 6.4	1,640 1,640	4,900
3	Sea Air	224.7	156.5	14.3 ³	10	0	46 ⁴	6.7	1,050	2,300
4	Sea View Estates	225.2	151.1	1.4 ⁵	8	0	65 ⁶	6.0	910	2,000
5	Channel Islands	461.1	323.6	1.0 ⁵	15	20	101 ⁷	5.0	1,620	2,900
6	Oxnard Dunes	325.0	33.5	4.5	0	0	291 ⁸	11.0	370	1,600
7	Oxnard Shores	359.9	265.7	34.0 ⁹	0	0	72 ¹⁰	9.5	2,525	4,565
8	Hollywood by the Sea	361.0	102.3	77.0 ^{*5}	56	5	127 ¹¹	13.4	1,370	2,600
9	Silver Strand	210.0	98.1	72.0 ^{*12}	22	0	20 ¹¹	12.0	1,180	2,700
COMMUNITY TOTAL		2,756.0	1,644.7	230.7	132	51	738.5		12,040 12,040	26,465

*Includes County Zoning

**Based on Adopted Regional Land Use Plan population estimates.

- Seven acres Drainage Facility; 4.5 acres Special Commercial Office; 8.5 acres Limited Manufacturing.
- Seven acres District Center; 1 acre Neighborhood Center.
- Eleven acres District Center; 1 acre Neighborhood Center.
- Forty-five acres Open Space; 1 acre Drainage Facility.
- One acre Neighborhood Center.
- Open Space.
- Fifty-five acres Open Space Special Study Area; 44 acres Edison Canal; 2 acres Utility.
- Two Hundred and Thirty acres Open Space; 38 acres Open Space Special Study Area; 20 acres Edison Canal.

- Four acres District Center; 18 acres Hotel Ancil Vistor Serving; 22 acres existing mobile home park shown as commercial on zoning maps in appendix.
- Forty-six Open Space within Flood Hazard Zone; 26 acres Open Space with Neighborhood Park requires to be within this area.
- Channel Islands Harbor.
- Two acres Neighborhood Center.

LAND USE 1990 TABLE F
COMMUNITY - SOUTH CENTRAL

-----AREA (ACRES)-----										PROJECTED** 1990 POPULATION
NEW	NEIGHBORHOOD	TOTAL	RESIDENTIAL	COMMERCIAL	PARK	SCHOOL	OTHER	DU/AC	TOTAL UNITS (BUILDOUT)	
1	Redwood	137.6	133.8	3.8	0	0	0	5.0	670	2,200
2	Bryce Canyon	270.8	227.4	23.8	5	16	2 ¹	6.2	1,410	4,400
3	Blackstock	296.9	236.5	22.1*	9	31	0	6.0	1,420	4,300
	Pleasant									
4	Valley Estates	193.4	168.1	5.5 ²	11	10	3 ³	7.4	1,240	3,300
	Pleasant									
5	Valley Estates	130.8	85.4	9.5 ⁴	0	34	2 ¹	6.0	510	1,400
6	South Winds	153.1	108.1	21.9	8	9	6 ¹	14.5	1,570	3,800
7	Cypress	133.2	124.6	3.2 ⁵	8	0	0	11.8	1,470	2,400
COMMUNITY TOTAL		1,315.8	1,083.9	89.8	41	100	13		8,290	21,000

* Includes County Zoning.

** Based on Adopted Regional Land Use Plan population estimates.

1. Drainage Facility
2. Two acre Neighborhood Center
3. Two acre Drainage Facility; 1 acre Fire Station
4. Ten acres District Center
5. One acre Neighborhood Center

LAND USE 1990 TABLE G
COMMUNITY - SOUTHEAST

-----AREA (ACRES)-----

	NEW	NEIGHBORHOOD	TOTAL	RESIDENTIAL	COMMERCIAL	PARK	SCHOOL	OTHER	DU/AC	TOTAL UNITS (BUILDOUT)	PROJECTED* 1990 POPULATION
	1	College Estates	185.2	127.1	0	8	50	0	6.8	860	2,300
	2	Petit Park	259.8	69.3	41.8	75	112	4 ¹	8.0	550	900
	3	Terrace Estates	127.6	109.7	0	0	10	8 ¹	6.9	760	2,200
	4	Villa Capri	144.6	95.8	5.7 ²	7	0	36 ³	6.0	580	1,200
	5	Tierra Vista	336.4	288.5	1.6 ⁴	13	10	24 ⁵	6.0	1,740	3,700
	6	Mar Vista	454.6	55.8	12.9	9	14	375 ⁶	6.0	330	600
115	7	Diamond Bar	139.5	138.7	0	0	0	1 ¹	5.0	690	1,900
		Lemonwood/	-								
	8	Eastmont	384.8	357.1	2.8 ⁴	10	10	4 ⁷	5.5	1,960	5,400
	11	Oxnard Pacific	34.9	34.9	0	0	0	0	8.9	310	700
COMMUNITY TOTAL			2,067.4	1,276.9	64.8	122	206	452		7,780	18,900

* Based on Adopted Regional Land Use Plan population estimates.

1. Drainage Facility
2. Six acre District Center
3. Electrical Transmission Right-of-Way
4. Two acre Neighborhood Center
5. Twenty-two acres Electrical Transmission Right-of-Way; 2 acre Drainage Facility
6. 349 acres Open Space; 4 acres Cemetary; 22 acres Electrical Transmission Right-of-Way
7. Two acre Drainage Facility; 2 acre Utility

LAND USE 1990 TABLE H
MAJOR COMMERCIAL CENTERS

-----AREA (ACRES)-----				
COMMERCIAL AREA	TOTAL	COMMERCIAL	PARK	OTHER
Central Business District	199.7	184.4	1.7	13.6 ¹
Esplanade				
Regional Center	84.4	84.4 ²	0	0
Wagon Wheel	64.0	64.0	0	0
Financial Plaza	32.4	32.4	0	0
Twin Centers	43.6	43.6 ³	0	0
Freeway	60.0	60.0	0	0
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TOTAL	484.1	468.8	1.7	13.6

1. City Hall
2. Sixty-four acres Regional Center
3. Regional Center

LAND USE 1990 TABLE I
INDUSTRIAL AREAS

-----AREA (ACRES)-----

AREA	TOTAL	COMMERCIAL	INDUSTRIAL	EXTRACTIVE INDUSTRIAL	OTHER	PARK	PUBLIC UTILITY
Vineyard Avenue	566	0	237	329	0	0	0
Airport	370	10	149	0	211 ¹	0	0
Central	787	8	731	0	48 ²	0	0
East	994	0	994	0	0	0	0
Ormond Beach	1,219	0	557	0	91 ³	169	402
Mandalay Generating Plant	123	0	0	0	0	0	123
TOTAL	4,059	18	2,668	329	350	169	525

1. Airport
2. Forty-three acres Railroad; 5 acres Drainage Facilities
3. Fifty acres Open Space; 37 acres Drainage Facilities; 4 acres Railroad

INDUSTRIAL AREAS

1. Vineyard Avenue

The Vineyard Avenue Industrial Area is located adjacent to the Del Norte Residential Community and the Santa Clara River. Existing and anticipated industrial development extends from Central Avenue to approximately 230 feet south of Montgomery Street.

The area is not adjacent to major highways and does not have rail access. Sewer and water services do not presently exist, but may extend to the area by 1990 in conjunction with annexation. For these reasons, only about 50% of full industrial development is expected by 1990. This will represent about a 75 acre increase over the approximate 40 acres found in 1975. New development will be Light Industrial in character.

2. Airport

The Airport-related Area is located in the immediate environs of the Oxnard Airport. Development is confined by Teal Club Road and Fifth Street on the north and south, and by Ventura Road and Victoria Avenue on the east and west.

This area contains a mixture of industrial and commercial airport-related uses. Further development may include Limited Industrial development, confined to uses which are compatible and dependent on the airport. Advantages of adjacent properties can be utilized, such as vehicle and airplace access to the airport. The airport impact, in terms of hazard and noise, must be considered. The impact of new uses in the airport environs must also be examined. Development of an airport-related zone can assure such standards will be available and used.

An increase from about 20 to 100 industrial and commercial related acres is anticipated by 1990. By 1990, about 75% of this area will be developed with these industrial uses. This is in addition to the approximate 200 acres in airport use. Similarly, non-airport-related uses will be gradually phased out.

NEIGHBORHOOD BOUNDARY

COMMUNITY BOUNDARY

3

1990 NEIGHBORHOODS

NEIGHBORHOODS DEVELOPED AFTER 1990

MAJOR COMMERCIAL CENTER

INDUSTRIAL AREA

FREEWAY

THOROUGHFARE

MINOR THOROUGHFARE

RAILROAD

PLANNING AREA BOUNDARY

CITY LIMITS

LEGEND

NORTH

SCALE

NEIGHBORHOODS

OXNARD GENERAL PLAN



3. Central

The Central Industrial Area, for purposes of this Element, includes the more central area adjacent to the Central Business District and the Statham Industrial Park. The area is situated between Colonia Road and Channel Islands Boulevard on the north and south. The western boundary, moving from north to south, is Oxnard Boulevard, Route 1, and the Ventura County Railroad. Rose Avenue is the eastern boundary.

This area contains substantial development, reflecting the age of the area and historical access to rail and road transportation. The area contains some newer developments, especially in the eastern and southern portions. Many of the older portions exhibit the characteristics of industrial blight, such as mixtures of residential, commercial and industrial land uses can cause. Similarly, some older areas contain inadequate streets and related improvements, poor utilities and inefficient parcel sizes and shapes. Consequently, some redevelopment is needed. On the other hand, the majority of the industrial uses are sound components of Oxnard's economy.

By 1990, the Central Industrial Area will be 90% developed. This does not include, however, a 1,500-foot-wide reserve area along the easterly boundary between Wooley Road and Rose Avenue. Development is expected to increase industrial acreage from about 170 to about 530 net acres. In addition, substantial redevelopment is expected in older areas. About half of the 360 net acres of new development is expected in a large undeveloped tract adjacent to the Ventura County Railroad and south of Wooley Road. The remainder of development is expected to be in the form of in-filling. Much of this in-filling should be coordinated with public and private redevelopment activities.

Two types of industrial development are anticipated. North of Wooley Road, development is classified as Light Industrial. Development south of Wooley Road is classified as Limited Industrial.

4. East

The East Industrial Area is an irregular L-shaped area bordering the Ventura Freeway on the north and extending south to Fifth Street. The 1990 Land Use Map indicates the exact configuration of this irregularly-shaped area. Development is expected to concentrate along major thoroughfares and the freeway. Industrial development should occur from the inside of the City to the outside, or from

east to west. Certain portions are left as industrial reserve until after 1990, as indicated on the subject map.

This area is expected to be about 50% developed by 1990, increasing from about 170 to about 490 net industrial acres. Most development is anticipated to be Limited Industrial. However, the area adjacent to rail service is categorized within the more intense Light Industrial category.

5. Ormond Beach

The Ormond Beach Industrial Area lies in the southernmost portion of the City of Oxnard, adjacent to and east of the City of Port Hueneme. The 1990 Land Use Map indicates the location and boundaries of anticipated development. Development of heavy industry is expected to complete existing development, while providing open space buffers until after 1990 for nearby residential areas. When infilling does take place adjacent to residential areas, it is expected to be Limited Industrial. Limited industrial is shown to an approximate depth of 1,000 feet south of Hueneme Road, as well as between the Edison right-of-way and the railroad tracks north of Hueneme Road.

The subject area is expected to be 50% developed by 1990. This increase will result in about 560 net acres, in comparison to 360 net acres presently in industrial use.

Ormond Beach also contains sites of three major regional public utilities. One is the Wastewater Treatment Plant managed by the Ventura Regional County Sanitation District. A second is the Ormond Beach Steam Generating Station, for which an expansion has been proposed to the State Energy Commission. A third site has been proposed as a liquified natural gas terminal and degasification facility.

INTRODUCTION

This Phasing section is written in accordance with the adopted goals of the General Plan. While many of the goals relate to the need for phasing, two are especially important. Goal number 1 requires that the City: "Control and limit growth, based on the City's ability to provide the necessary governmental services and municipal utilities." Secondly, goal number 13 requires that the City: "Assure the necessary governmental services and utilities to all residents within the City, which will promote and serve orderly growth while relieving any deficiencies."

PHASING FOR ORDERLY DEVELOPMENT

Patterns and intensity of development are described in the Land Use and Circulation Elements of this Plan. Within this framework, orderly timing, or phasing, of development is needed. Orderly development:

1. Requires development that will complete neighborhoods in order that needed public and private services such as fire protection, schools, parks, shopping, etc. will be provided and utilized in an efficient manner;
2. Requires the most efficient and effective use of existing utilities and those planned for the near future;
3. Encourages efficient use of land to preserve finite resources, such as prime agricultural land;
4. Requires development of all lands adjacent to or near existing utilities, or those planned for the near future, in order to obtain maximum developer contributions to pay for utility extensions and road improvements; and
5. Implements needed access (to urban standards) to major attractors such as freeways, major employment centers, major recreational areas, and advanced educational institutions.

(Administrative Manual of Policies and Procedures, City of Oxnard)

When effective, a phasing program guides and controls growth. Phasing provides a basis for developing more precise studies, criteria, standards and implementing procedures. Phasing seeks to coordinate land use planning with community development strategies, capital improvement programs, transportation, open space, public utilities and facilities, and State and area-wide plans.

(Land Use Element Rules and Regulations, Federal Register, August 22, 1975)

BASIS FOR PHASING

Phasing is fundamental to the neighborhood concept found in the Land Use Element of this Plan. The neighborhood is considered the basic building block of residential areas. Provision of full services and facilities is sought for new residential development and to improve services to existing development. Phasing, consequently, does not allow irregular or leapfrog development, but at the same time should preserve permanent open space. Phasing encourages the maximum attainment of full services and facilities in the minimum time.

In commercial and industrial areas, the residential neighborhood concept is not directly applicable. Nevertheless, efficient and economical development patterns are needed. Consequently, commercial and industrial areas are encouraged to develop in a compact, orderly manner similar to residential neighborhoods. This allows the benefits of orderly development to take place, such as efficient design of utility systems.

Certain principles guide orderly development. In the long run, beyond 1990, these may determine the ultimate size and shape of the City. These principles can also guide development in the interim, through a series of phasing lines to guide priority and timing. The principles phasing is based on include the following:

1. Efficient, economical and environmentally acceptable urban service areas:
 - a. Complete urban land use patterns by "rounding out" (i.e. developing out to the boundary of a residential neighborhood or commercial or industrial area) or "filling in" (i.e. encouraging development in empty areas between existing development);
 - b. Amortize existing urban utilities, transportation and service systems (i.e. support of development which liquidates the cost of existing infrastructure);
 - c. Provide logical service areas for existing and programmed public facilities such as secondary and elementary schools, fire stations, branch libraries, community centers, and community and neighborhood parks; and
 - d. Avoid overloading existing urban service systems.

2. Efficient, economical and environmentally acceptable agricultural service areas:
 - a. Consider irrigation patterns and overall water supply;
 - b. Maintain a stable and self-supporting agricultural work force;
 - c. Provide proper systems of cropping, cultivation and fertilizing;
 - d. Provide compatible agricultural uses adjacent to urbanized areas, especially residential;
 - e. Consider the physical characteristics of an area, including topography, watersheds, airsheds, soil conditions, natural features, and the natural and man-made hazards as enumerated in the Seismic and Safety Element; and
 - f. Incorporate certified population forecasts by appropriate State and Regional agencies into phasing policies.

PHASING POLICIES

To achieve the General Plan's concept of orderly development, the following phasing policies are adopted in the General Plan.

1. Development

- a. Development would be encouraged only after the findings that:
 - (1) The above-cited guiding phasing principles are adequately met;
 - (2) The City can finance needed programs; and
 - (3) Urban support service systems are adequate to support development in each neighborhood.
- b. Development is encouraged:
 - (1) To move outward from the center of the City;
 - (2) Next to or abutting concentrations or nodes of development; and

- (3) Between existing concentrations of development and the center of the City.
- c. Development is discouraged in areas:
 - (1) Remote from roadways and utilities (power, water, sewers, storm drains);
 - (2) Remote from developed areas; and
 - (3) Within flood plains or areas with unacceptable hazards, as defined in the Seismic and Safety Element and relevant State and federal documents.
- d. To the extent possible, once development has begun in any neighborhood, as delineated in the General Plan, development should be encouraged throughout the neighborhood.
- e. Development of new neighborhoods is discouraged until all existing neighborhoods are sufficiently and substantially developed to efficiently utilize and provide for adequate streets, utilities, facilities and services.
- f. Incorporated areas not scheduled for first priority for development (see Phasing Priorities below) are to be zoned Community Reserve. Rezoning for urban uses will be discouraged.

2. Phasing Priorities

In order to control timing of development, the following phasing priorities are set:

- a. Phase IA: First priority for development is assigned to these locations. These areas are necessary to "round out" or "fill in" existing partially developed neighborhoods or are areas of substantial urban development. The City shall encourage development by emphasizing construction of streets, public utilities and facilities as part of the capital improvements program and other development policies.
- b. Phase I: Areas designated in Phase I shall also be required as part of the continuation of the "round out" or "fill in" process. These areas shall be permitted to develop, but will differ from Phase IA in that where public utilities or facilities are lacking, the developer shall be responsible for extending all improvements unless such improvements have been adopted in the Capital Improvements Budget.

- c. Phase II: Second priority is assigned to areas which should not be permitted to develop until after sufficient and substantial development of Phase I areas has occurred. When Phase I area has reached 75% of its population holding capacity, Phase II areas will be reconsidered for development. Utilities and services are to be planned accordingly.

Phase II areas include urban transition areas, intended to be urban in 1990, which presently have no urbanization. Certain urban reserve areas are also designated Phase II. These are not shown as urban in 1990, but they may "round out" or "fill in" the development pattern of the City. All other areas are part of the revised open space boundary of the City and will remain undeveloped until after 1990.

- d. Phase III: Third priority is assigned to all other areas within the urban limits line. The urban limits line represents the probable ultimate physical development and service area of the City (i.e. Sphere of Interest). Areas beyond the urban limits line are designated as permanent open space and agriculture. Consequently, the urban limits line indicates where urban development will be contained within the long term (beyond 1990). Phase III areas will develop after 1990 and after Phase I and Phase II are sufficiently and substantially developed. These areas are anticipated to reach 75% of population holding capacity by 1990. Utilities or public facilities generally are not extended to Phase III areas before 1990. Extension after 1985 may take place, but only after formal re-evaluation of development trends and these phasing priorities. Regardless of these criteria, the City may make improvements to or construct thoroughfares in conformance with the General Plan.

3. Annexation Policies

Integrating the City's phasing policies with future annexations requires common, coordinated treatment of annexation by the City and the County. The corporate limits of Oxnard do not always correspond to anticipated (1990) or desired urban development. Consequently, the following policies are included regarding annexation:

- a. Urban development is encouraged in corporate areas and discouraged in unincorporated areas. The County should discourage applications for development of urban uses in

PHASE 1A

PHASE 1

PHASE 2

PHASE 3

PERMANENT OPEN SPACE

FREEWAY

THOROUGHFARE

MINOR THOROUGHFARE

RAILROAD

PLANNING AREA BOUNDARY

CITY LIMITS

LEGEND



PHASING

OXNARD GENERAL PLAN



unincorporated areas, and direct such applications to the City. A significant measure of urban development is the presence, or need, for urban services.

- b. Developing areas shown as urban in 1990 will be annexed to the City after findings are made in compliance with the Development section of these Phasing Policies. Already urbanized unincorporated areas will be annexed when possible. These areas may be rezoned, and such rezoning and annexation will conform to these Phasing Priorities.

Special analysis will be made to determine the necessary upgrading required in connection with annexation, and to insure that sufficient territory is included in the annexation to make possible the correction of basic deficiencies. Except as specifically authorized by the City Council, City services will not be provided without annexation.

- c. Annexation of undeveloped areas designated as Phase II shall be given low priority for annexation and provision of City services. Annexation for urban development will not be considered before 1985 in Phase II areas, with the exception of farm preserves, open space and governmental uses.
- d. The existence of urban services will not be considered a criteria for annexation when annexation would otherwise conflict with the City's Phasing Policies or General Plan (e.g. Las Posas Estates). In general, unincorporated areas which receive urban services will become part of the City.
- e. All areas (both within private and public ownership) annexing to the City or special districts, are responsible for paying all fees connected with such annexation. The annexation fee should include a "buy in" charge based on a pro-rata share of the costs of all municipal improvements, including public facilities such as the Community Center (including the Auditorium), Civic Center, Fire Stations and the Library.

4. Unincorporated Development Policies

While the City encourages urban development to be in corporate areas, there still may be some additional development in unannexed areas. The following policies are recommended for such areas, in conjunction with County Guidelines for Orderly Development. These policies are especially relevant before 1990, when some areas may remain

unincorporated. They require City standards before annexation.

- a. When an area has annexed, but is within Oxnard's Sphere of Interest, land uses allowed by the County should be equal to or more restrictive than those land uses allowed by the City. Unannexed areas should be improved to City standards before annexation.
- b. Within Oxnard's Sphere of Interest, development standards and costs imposed by the County should be not less than those required by the City.
- c. Unincorporated urbanized areas should financially support local County administered urban services which are comparable to those urban services provided by Oxnard. Annexation to Oxnard is preferable to the formation of new, or the expansion of existing, County service areas. However, County provision of urban services is supported as a valid method of upgrading unincorporated areas to City standards.

5. Farm Preserves

Farm preserves specify that an area will remain in agriculture for a specified time and be taxed accordingly. Farm preserves are an important tool in implementing the goals of this General Plan. Several goals are specifically directed toward agricultural preservation. Goal number 3 directs the City to: "Preserve agricultural lands through a thorough, aggressive and positive program." Goal number 19 directs the City to: "Encourage and preserve open space through mechanisms such as linear parkways, scenic easements, and preservation of trees and farmland." In addition, other goals of this General Plan relate to preservation of agricultural land (i.e. Goals 2, 7, 26 and 27).

Farm preserves relate to the phasing of urban development in two ways. Firstly, they assure that certain farm areas will be set aside as temporary reserves for a specified time, in accordance with these Phasing Policies. Secondly, farm preserves can assure that certain other areas will be set aside as long-term or permanent agricultural areas. This will control the ultimate size and shape of Oxnard. Consequently, there is recognition that, while Oxnard will continue to develop, there will be a balance with the preservation of agricultural lands.

Farm preserves are a corollary of phased urban development. Where phased urban development is not designated in 1990, agricultural and other open space uses are encouraged. Farm

preserves are also an implementation tool of Oxnard's Conservation and Open Space Element.

The following policies are applicable to farm preserves:

- a. Farm preserves shall not be formed within areas to be urbanized by 1990, shown as Phase I. (Both the City and County should discourage their filing. In the event that such farm preserves are filed within the unincorporated portion of these neighborhoods, the City Council will file a formal protest, as provided in the Land Conservation Act, so that the City will not inherit the farm preserve contract if the area is annexed.
- b. Farm preserves within the urban transition and urban reserve areas, shown as Phase II, shall be reviewed on a case-by-case basis, in order to determine if a farm preserve would be in the interests of orderly growth.
- c. Farm preserves are encouraged in the area designated as Phase III. (The City should not protest any farm preserve being formed within the open space area of the General Plan.)

6. Phasing Policy Implementation

City departments are directed to plan and implement utility and other public improvements in a manner consistent with the priorities indicated on the Phased Development Map. As necessary, updated utility master plans should be obtained to provide a basis for more definite priorities within Phase IA and Phase I areas. More detailed designation of priorities for development within the Phase I areas may be based upon public utilities and facilities resources. The Phased Development Map and policies shall be reviewed annually by the City.

CHAPTER V

CIRCULATION

INTRODUCTION

ISSUES

Circulation is especially important to Oxnard because the City is a nuclei and crossroad of transportation routes and nodes. The City is adjacent to two airports, and contains a third. The main line of the Southern Pacific Railroad is adjacent to the downtown and central industrial areas. Port Hueneme Harbor is adjacent to Oxnard. Bus and train routes cross the City. Oxnard is a potential terminal for a commuter railroad to Los Angeles. These routes and nodes have regional significance, especially in relation to the Los Angeles metropolitan area.

The basic issue of the Circulation Element is how to move people and goods in the best manner. This depends upon time, cost, convenience, safety, energy consumption, noise generation and combinations of these factors. Circulation solutions must also consider factors such as present and future trends in population, technological change, geographical restraints, public attitudes, fiscal ability, and jurisdictional authority. Comprehensive solutions must reflect the reality of these factors.

Transportation modes both complement and compete with one another. Difficult public policy decisions are made by choosing among various modes. Such choices involve evaluation of economy, efficiency, environmental protection, and energy consumption. Often, the final authority for such choice is outside the scope of local government.

A fundamental consideration is automobile dependency. This depends on policies of the federal and State government, as well as private enterprise. Local governments may seek to reduce auto dependency. However, use of automobile transportation is an ingrained way of life for most Americans, and an important component of the national economy.

The automobile is a major air pollution source. Indirect sources regulation may seek to reduce the atmospheric pollutants from vehicles. There are three ways that pollutants in any given area can be reduced:

1. Reduce the number of vehicle miles traveled by changing the location of land uses;
2. Control air pollution by a particular land use; and
3. Reduce the per mile quantities of emissions by vehicles.

The first two can be accomplished by local governments, with possible direct impacts on their economy. The third is only secondarily, or indirectly, under local government control. Control over automobiles is primarily held by the State and federal government.

The deadlines imposed on the automobile industry may be relaxed or extended. Attention should also be given to relaxing or extending the more serious reduction mandates faced by local government. Federal and State agencies should hold firm on control of vehicular emissions. To do otherwise is to shift a much greater part of the responsibility to cities. Local land use controls to reduce vehicle miles traveled may have far greater economic impact on the public and the local economy than will some modest increase to the price of an automobile.

ASSUMPTIONS

This Circulation Element primarily provides for movement of vehicular traffic throughout the City and to the surrounding region. This reflects an assumed continued dependency on motor vehicles as transportation modes. Other modes, such as mass and rapid transit, airports, and harbors, will also be examined.

The circulation system is designed to achieve the overall economic, social, and physical goals of this General Plan. Consequently, the system supports the overall aims and land use of the General Plan. The circulation system, therefore, is not planned solely on the basis of transportation criteria. Other criteria may support the best physical design. For example, an efficient street system can have beneficial effects on air quality. The proper spacing of thoroughfares, traffic signal intervals, and other components of the street system may result in less stop and go traffic, and less air pollution.

Transportation is one of the major structural elements of the community. A good system is a backbone for growth, development, and vitality, and is essential in an automobile-oriented community such as Oxnard. Development of new streets or the substantial improvement of existing streets can induce more intensive use of the adjacent land, which in turn generates greater street traffic. These interdependent factors - the type of land use, the intensity of that use, and the traffic

facilities which serve the land - must be considered in planning for the future physical development of Oxnard.

Access and storage are not normally indicated in the Circulation Element. These include the location of parking throughout the City, and local streets which primarily provide access to property. While a vital part of the circulation system, they are flexible in location and may vary considerably, depending upon the nature of the land use. They need not be precisely located in the General Plan.

Consideration of the regulation and limitation of truck traffic and parking is an important part of the Circulation Element. Only certain streets shall be designated as allowing truck traffic. Truck traffic should be concentrated on major thoroughfares, and shall only be allowed on other streets when making pick-ups and deliveries related to abutting land uses. to the greatest extent possible, truck traffic should be discouraged within or abutting residential areas. Certain streets, such as scenic routes, should be designated as prohibiting all truck traffic as specified by local ordinance. In addition, parking of large trucks on City streets should be discouraged. Areas for truck parking should be provided outside of heavily traveled areas, preferably on private property in industrial or commercial zones. The City should continuously evaluate and update the system of truck routes and truck parking.

LAND CIRCULATION

1. Classification

a. Function

Functional classification of the ground transportation system rests on the following concepts:

- (1) Streets and highways are classified into separate and distinct systems, in accordance with their intended primary circulation purpose. Each system serves the movement of traffic and the access to property to a different degree of magnitude.
- (2) Street classification governs design standards and construction and improvement priorities.
- (3) The City's circulation system coordinates with the networks of the State, County and adjacent communities.
- (4) All major streets and highways have continuity, logical termini and adequate capacity to allow and provide a high quality of flow.

Functional classification categorizes each street according to primary function. This creates a hierarchical system as the basis for establishing standards, designing streets, selecting necessary traffic control measures, establishing priority of development, and measuring the quality and quantity of movement.

The classification system is based on functional categories used by County, regional, State and federal agencies. The City recommends the designation of the street system within its boundaries to these agencies. Many of these recommendations are incorporated into the plans and programs of these agencies, and are a basis for grants or entitlements to the City.

Traffic does not necessarily recognize political boundaries. The transportation system for larger areas is not always dependent on political subdivisions. The City's system must continue and link to the overall circulation system.

Functional classification divides all streets and highways into several broad categories:

- (1) Freeways: Freeways are the major links between Ventura County and the Los Angeles metropolitan area and Santa Barbara. While originally planned to move people long distances within the State, or between states, they serve now as inter-city facilities. They provide access to the region. They also absorb some of the longer trips, relieving portions of the local street system.
- (2) Thoroughfares: Thoroughfares supplement the freeway network by providing the principal facilities for traffic movement within the City and County. The function of the thoroughfares is to distribute and collect freeway-bound traffic and to accommodate intra-City trips and other medium-distance movements. In so doing, they provide the basic transportation links between the various land uses in the City. The principal role of these streets is to move through-traffic. A secondary function is to separate dissimilar land uses. In addition, thoroughfares provide a very limited degree of service to abutting land uses. The latter function should be reserved primarily for traffic generators of unusual magnitude.
- (3) Collectors: Collector streets are designed to move through-traffic to and from local streets. They distribute and collect traffic which is generated in the areas circumscribed by thoroughfares. They also provide for movement within industrial, commercial and residential areas, or to connect adjacent land uses. Speeds on collector streets are generally low, due to pedestrian activity and the frequent access to abutting land uses.
- (4) Local Streets: Local streets primarily provide access and land service. In residential areas, these are the streets upon which houses front, and on which children often play. Therefore, it is important to eliminate through-traffic to a maximum degree. For this reason, local streets are often culs-de-sac or looped, and are designed to carry no more traffic than is required to serve abutting land uses. Travel is short and generally constitutes the beginning or end of a journey.

- (5) Alleys: Alleys are narrow roadways providing secondary access to land uses. Generally, alleys provide access to the rear of properties and, consequently, pass through the middle of a block. Because they provide secondary access, alleys are generally no more than twenty-five feet in width. However, they should be no narrower than twenty feet, in order to provide for turning movements into abutting properties and to allow vehicles to pass one another. Because of their function and width, parking in alleys should be controlled by local ordinance. Primary access to all parcels shall be from streets.

b. Volume

A second method of evaluating and classifying streets is by volume. Volume classification dictates that a certain street width and number of lanes are needed. This may correspond to the function hierarchy, but not always. For example, high volumes may be found on streets serving only local functions. This situation can be anticipated through computer programs analyzing future land use. The street system may then be planned or adjusted to have harmony in function and volume.

A system of volume classifications and corresponding street design standards is available through the State (Collier-Unruh Local Transportation Development Act). These design standards are presented as examples of volume-determined criteria. The local standards may not always correspond. Local criteria and standards, such as those in Oxnard, additionally reflect local needs and problems, and may vary from these guidelines.

2. Description of Land Circulation Systems

a. Freeways

Freeways, both existing and future, can shape the character and intensity of development of Oxnard. Design of freeways and surrounding land uses can enhance community objectives and promote desirable orderly growth.

The utility of the freeway system depends on proper linkage to the thoroughfare system. Freeways should also minimize City-wide travel time and provide maximum accessibility. Freeways must, however, avoid disruption of residential neighborhoods.

Freeways often cause a reorientation of traffic, since movements to and from the freeway predominate. Streets with freeway interchanges have increased importance. Conversely, the importance of streets without interconnections with the freeway system is reduced. Therefore, certain streets are emphasized and will experience greater pressures for development than other streets. These natural tendencies of freeways have a substantial effect upon the thoroughfare system. The community must consider this in determining future interchange locations.

The efficient and safe operation of freeways limits interchanges to approximately one-mile intervals. This minimum is the desirable standard in urban areas because travel distances in excess of one mile create unnecessary out-of-direction travel and inconvenience. Land near interchange areas is highly prized because of accessibility and visibility. Interchanges are focal points for commercial activity and may encourage further development.

(1) Ventura Freeway

The Ventura Freeway (State Route 101) is the most important link between the City and the rest of Ventura County and metropolitan Los Angeles. It lies approximately two and one-half miles north of the downtown areas. Although it is a north-south highway in the State freeway system, it is aligned in the east-west direction in the vicinity of the City.

(2) State Route

State Route 1 presently bisects downtown Oxnard. A new East By-Pass Freeway previously was anticipated to begin near Rice Road and Pleasant Valley Road and run northerly between Rose Avenue and Rice Avenue to State Route 101, but due to the reduced prospect of funding to permit construction on any reasonable time schedule, the East By-Pass Freeway is deleted as a proposal of this General Plan.

The City should begin studies immediately in cooperation with the State and County agencies to determine alternatives to the freeway. Such a Study should investigate related impacts on the Circulation Element, including upgrading the overpasses with State Route 1 at Channel Islands Boulevard and Pleasant Valley Road.

b. Thoroughfares

Thoroughfares often follow a grid pattern for maximum utility. The Oxnard area is no exception. In most southern California areas, the grid occurs at half-mile intervals and is symmetrical in both directions. On the major road systems, land access functions are secondary to the primary need to provide for safe, orderly high-capacity traffic movement. Most thoroughfares will be developed with median islands, traffic signals at intersections with other major roads, and with a limited number of other intersections. Street continuity is important to provide for travel efficiency, adequate capacity and safety.

The relatively flat topography of Oxnard imposes few natural obstacles to the development of a good system of major streets, sufficient to provide adequate access and circulation. In Oxnard, thoroughfares may observe a three-quarter mile spacing. However, in the northern part of the Oxnard area, the Santa Clara River forms a formidable barrier for several miles between Harbor Boulevard and the Ventura Freeway. This limits the intensity of land use on both sides of the river, and affects the timing and development of this area. The Ventura County Airport also interrupts north-south travel west of Ventura Road and the potential development of a complete three-quarter mile grid thoroughfare network.

Since traffic flows from the City to unincorporated areas and into other cities, uniformity with adequate standards is totally essential. The County standards for thoroughfares form an excellent basis upon which the City can develop its thoroughfare system. The County standards are adequate for proper urban growth, as they follow the Division of Highway select system criteria. These criteria must be followed, in most cases, to receive a full measure of State highway funds. They are also desirable criteria because they are based on modern, adequate transportation standards upon which community growth and development can be based.

The City's standards for thoroughfares are designed to provide for uniformity of design in existing and future incorporated areas. For this reason, there may be some differences with County standards. County standards provide an emergency shoulder area, which is not required under urban conditions.

The recommended standard for a major thoroughfare is a 110-foot width. This includes two 40-foot rights-of-way, a 16-foot median, and two 8-foot sidewalks. Minor

thoroughfares are recommended to be a 96-foot width. This includes a 16-foot median, two 32-foot roadways, and two 8-foot sidewalks. In each case, a 16-foot median is recommended to provide for turning pockets and signalization equipment.

In certain special situations, other thoroughfare widths are necessary. Existing City standards also provide for an 84-foot local thoroughfare, and a larger 120-foot major thoroughfare.

(1) North-South Thoroughfares

- (a) Harbor Boulevard: This street follows the shoreline extending from the Santa Clara River at the north and terminating into Channel Islands Boulevard, providing accessibility to the beachfront area. Harbor Boulevard is designated as a scenic drive, and intersects with a coastline scenic loop serving Ventura County to the west and north.* Harbor Boulevard will serve as a major thoroughfare. However, planning improvements will provide for only four lanes of traffic.
- (b) Victoria Avenue: This is a central street in west Oxnard, and provides a crossing of the Santa Clara River for connection with the County civic center in east Ventura. The southern terminus is the Silver Strand area. Victoria Avenue is a proposed scenic drive.*
- (c) Ventura Road: This street provides access to the west side of the Central Area. in the south of the City the road connects to a scenic highway paralleling the coast, to the vicinity of Point Mugu Naval Air Station, at which point it ties into the industrial street pattern of the Ormond Beach industrial area. Ventura Road extends north of Vineyard Avenue, and terminates at the "Wagon Wheel" area.*
- (d) Oxnard Boulevard/Saviers Road: This street is one of the principal entrances to Oxnard. it is also the principal north-south access to the Central Area, and continues southerly through "Five Points" intersection to the Ormond Beach

* See City of Oxnard Scenic Highways Element

industrial area. Although its tendency towards development as a commercial strip is a handicap, this location in the center of the City will assure its continuation as a major thoroughfare in the future. Oxnard Boulevard is designated as a proposed scenic route as a continuation of State Route 1.* This provides a unique design opportunity in the urbanized portion of this route.

- (e) Vineyard Avenue: (Northwest of Oxnard Boulevard) This street is also a principal entrance to central Oxnard for west-bound traffic on Ventura Freeway. It provides access to the westerly portion of the Del Norte community. Vineyard Avenue is a proposed scenic route.*
- (f) Rose Avenue: This street is the first north-south thoroughfare east of the Southern Pacific railroad. It serves the western portion of the Del Norte community, and the residential area south of the Ventura Freeway and east of Oxnard Boulevard. Rose Avenue also provides access to the residential area south of Fifth Street and east of the Ventura County Railroad, access to the Central Industrial Area, and the principal north-south access from the Ormond Beach industrial area to the freeway network.
- (g) Rice Avenue/Santa Clara Avenue: This street, like Rose Avenue, also serves the Del Norte Community. It provides access to the industrial area near the Camarillo Airport, provides access to the southeast residential areas, and it is a minor north-south access to the Ormond Beach industrial area.

(2) East-West Thoroughfares

- (a) Vineyard Avenue: This street extends the existing diagonal Vineyard Avenue westerly in order to serve the area just south of the Santa Clara River. Vineyard Avenue is a proposed scenic route.*

* See City of Oxnard Scenic Highways Element

INTERCHANGE

PARTIAL INTERCHANGE

SCENIC DRIVE

FREEWAY

THOROUGHFARE

MINOR THOROUGHFARE

RAILROAD

PLANNING AREA BOUNDARY

CITY LIMITS

LEGEND

NORTH

SCALE

CIRCULATION

OXNARD GENERAL PLAN



- (b) Gonzales Road: This thoroughfare extends from Harbor Boulevard to Rice Avenue, and is designated as a proposed scenic route between Oxnard Boulevard and Harbor Boulevard.*
- (c) Colonia Road: This is the principal thoroughfare serving the residential area easterly of Oxnard Boulevard, and also the industrial area near Rice Avenue.
- (d) Fifth Street: This thoroughfare is the principal east-west street serving the Central Area of the City and the mid-City region on both the east and west sides of Oxnard. It has continuity beyond the boundaries of the community; and, therefore, plays a substantial circulation role. Fifth Street is a proposed scenic route.*
- (e) Wooley Road: This street provides access to the residential community in the southwest portion of the City, to the Central Area, and to the Central Industrial Area.
- (f) Channel Islands Boulevard: This thoroughfare provides the principal access to the Channel Islands Harbor and southwest residential areas. A small portion of this thoroughfare is designated as a proposed scenic route.*
- (g) Pleasant Valley Road: This thoroughfare is one of the major distributors of traffic to the City of Port Hueneme and to the U.S. Navy Construction Battalion Center. It also serves as an access route to the commercial Port of Hueneme. To the east of State Route 1, Pleasant Valley Road provides access to the City of Camarillo.
- (h) Hueneme Road: This street requires special consideration. In addition to serving as a thoroughfare, this street separates industrial and residential areas and is a principal connector to heavy industrial areas. This

* See City of Oxnard Scenic Highways Element

street also serves as the main access route to the Port. Access to and from this thoroughfare should be restricted. Because of the varied nature of industrial traffic to and from the Port, strong consideration should also be given to insure substantial vertical clearance along this street.

- (i) Los Angeles Avenue: This street connects eastern Ventura, State Route 126, and the Del Norte community. It is designated as a proposed scenic route.*
- (j) Central Avenue: This street serves Strickland Acres and is a connector from State Route 101 to State Route 118.

A number of minor thoroughfares are also indicated in the circulation Element. These include several residential streets such as portions of Doris Avenue, Second Street, and Patterson Road and Bard Road. A number of minor industrial thoroughfares are indicated, including Perkins Road, Arcturus Avenue, Edison and Arnold Roads and McWane Boulevard.

c. Collector Streets

Collector streets generally intersect the thoroughfares at approximately quarter-mile spacings. This spacing can be signalized on the thoroughfares in a manner which does not interfere with the movement. Signalization should be sufficiently frequent so that the traffic volume on the collectors is well below their capacity. Low volumes can assure that collectors do not divide neighborhoods and present a formidable barrier to their cohesive identity.

Generally, continuity of cross-sections on collector streets is not necessary. Substantial continuity may introduce through-traffic in neighborhoods, to the detriment of the residential environment. What is required, however, is that the cross section of the collector streets meets adequate and safe standards.

* See City of Oxnard Scenic Highways Element

Typically, a 40-foot pavement on a 60-foot right-of-way is sufficient in residential areas. With such widths, smooth traffic flow may be regulated by stop signs on local streets. This cross section will permit two moving lanes of traffic and on-street parking on each side. In some cases, City standards provide for an 84-foot collector street, with four travel lanes and 10 feet on each side for sidewalks and tree wells.

In industrial and commercial areas, a larger right-of-way is required, in order to accommodate a somewhat wider roadway. A 74-foot right-of-way is required to accommodate the necessary 48-foot roadway. This cross section also provides two moving lanes of traffic and parking on the street, with a 5-foot sidewalk on each side. It is expandable, when traffic warrants, to provide four moving lanes with no parking. The 48-foot roadway is also desirable to provide for truck turning movements.

d. Local Streets

Local streets provide direct access to land uses. In residential areas, these are the streets upon which houses front, and on which children often play. Therefore, it is important to eliminate through-traffic to a maximum degree. Consequently, local streets are often cul-de-sacs or are looped, and are designed to carry no more traffic than required to serve the abutting land uses. Travel on these streets is short, and generally constitutes the beginning or end of a journey.

The layout or alignment of local streets is very flexible, but geometric minimums still apply in cross section. A 36-foot roadway on a 48-foot right-of-way is sufficient to carry traffic generated on minor local streets without posing a substantial hazard to adjacent residents. Study should be undertaken to investigate the possibility of reducing the current 40-foot street and 60-foot right-of-way where only local traffic is to be carried. These street widths vary on local streets, depending on function and volume.

Design of local streets should consider police surveillance and fire fighting ability. Because of the flexible location of the collector and local streets, neither of these appears in the General Plan. Their location can be governed by the needs of the land as the area is developed.

Local streets should be built to full City standards and provide primary access to each parcel within the City. Consequently, primary access by use of private streets,

ways or alleys will be discouraged in new developments, unless built to City standards. Provision of full size local streets assures adequate access, proper police surveillance, and the ability of fire fighting equipment to reach the property. In addition, curbside parking is possible when local streets are provided to City standards.

Alternative Modes

1. Intra-urban Modes

Intra-urban alternative modes include all methods and means of moving people within the City, other than private vehicles. Buses, taxis, bicycles, and pedestrian traffic are included. In addition, other innovative modes may be considered. These deserve further study before inclusion in the City's transportation and communications inventory. Examples include dial-a-ride, personal rapid transit, telecommunications systems and other innovations.

Alternative modes both complement and substitute for the automobile. Even with extensive expansion of alternative modes, the automobile will probably have major transportation status in the future. About 99.5% of all personal trips in Ventura County are by automobile. (Regional Land Use Program, Transportation Issue Paper, May 1976). Drastic changes in the perception of automobile related problems would be necessary in order to change public and private policy. For example, massive capital shifts from automobiles to public transit could occur. Such changes are not anticipated. The automobile is assumed to play a predominant role in future transportation systems.

a. Mass Transit

While the automobile may predominate in the future, it does not meet the needs of certain unserved social groups. Lack of an automobile denies mobility to many groups within the population. These include the poor, youth, elderly and the handicapped. Transit system studies need to consider these individuals, either to provide the initial service or to improve existing service. In addition, transit service can be improved to more conveniently provide transportation to and from work.

Transit service in the Oxnard area is provided by South Coast Area Transit (SCAT), created by a joint powers merger of the Oxnard and Ventura Municipal Bus Systems. Studies and policy development relating to this system is part of the County-wide Subregional Transportation Plan process.

The City participates in this process, which includes both short and longer range plans and programs.

b. Bicycles

Bicycles are part of the transportation system. A system of bicycle paths is planned for Oxnard as an amendment to the Circulation Element. Planning for a comprehensive system would consider the variety of trip types: work; school; recreation; physical training and condition; and organized sport. Designation of bicycle paths by painting and striping is only considered a temporary approach. There are problems of traffic control, safety and convenience.

In the long run, a separate system of bikeways is recommended. These bikeways would be along public rights-of-way, including some streets as well as facilities on the Doris Avenue Drain and Ventura County Railroad/Southern Pacific Railroad rights-of-way. These latter rights-of-way represent unique opportunities to provide for bicycle trips to and from work. In addition, Oxnard can improve bicycle access to visual and recreational resources, such as the beaches and Channel Islands Harbor.

c. Pedestrians

Pedestrian travel is the final alternative mode examined in this Circulation Element. All City streets shall have sidewalks. Provision of safe, convenient movement of school-age children is a major concern. Consideration of special problems of the handicapped is also important. Both sidewalks and separate paths are available for pedestrians. A system of pedestrian movement can be considered in subdivision design and neighborhood specific plans. As with bicycles, separate rights-of-way provide unique opportunities for pedestrian circulation. Pedestrian circulation may be further studied in detail for amendment to this Circulation element, as well as through the specific plan process.

Designing residential areas into neighborhood units with discontinuous collectors and a minor street pattern discourages through-traffic. It provides good separation of the automobile from residential areas and elimination of through-traffic. These indirect street systems, however, are often inconvenient to the pedestrian. The typical street pattern is normally efficient for pedestrians whose origin and destination are within the neighborhood. Pedestrian connections outside the neighborhood are often less satisfactory.

The planning of residential neighborhoods needs to recognize pedestrian movements, whether to the secondary schools, shopping, or community parks. This may be considered in the neighborhood specific plans and lead to a system of pedestrian paths in residential areas.

A system of pedestrian ways which recognizes foot traffic to community facilities may also serve some purpose for bicycle use. Some cities have had good success with pedestrian paths and bicycle paths being located in the same rights-of-way, but physically separated to avoid collision between pedestrians and bicycles.

2. Inter-urban Modes

Inter-urban ground modes include several alternative means of getting from Oxnard to other cities in the County, and beyond. The SCAT system, Greyhound Bus and AMTRAK represent inter-urban modes. Potential modes include expansion of the present SCAT system, introduction of commuter rail service, and construction of a separate light rail transit system. The latter two would provide work-commutes into Los Angeles. Oxnard would be a strong contender for a terminus. It is questioned if such systems would be feasible, according to the 1978 County Subregional Transportation Plan, because of financing difficulties, problems of coordination with other agencies, and conflict with regional and subregional land use policies. Such development may have substantial growth-inducing impacts and increased dependency on the Los Angeles area.

A second inter-urban mode is the bicycle, generally assumed to be recreational. Oxnard is located along existing and potential coastal bike routes recognized by the State. Facilities in the Oxnard area may be convenient stopovers for cyclists touring between San Francisco and Los Angeles. On a smaller scale, various potential bicycle corridors may tie Oxnard to the remainder of the County, as indicated by the County Subregional Transportation Plan. In cooperation with planning at the County and State levels, Oxnard can assure attractive, safe and enjoyable inter-urban bicycle routes.

3. Railroads

a. Southern Pacific Railroad

The City of Oxnard is served by the Southern Pacific Railroad main line. Present freight service levels are expected to continue. Passenger service, presently scheduled twice a day in each direction, may be increased. The City should encourage improved rail passenger service. Improved rail service promotes more efficient energy usage.

In addition, increased rail service will provide an opportunity to enhance the present railroad depot. The existing depot is small, providing a single cramped aisle to wait in. The parking lot is currently inadequate for increased usage as a commuter station. Relocated and enlarged, the station could be combined with the Greyhound depot in a new centralized facility, in the triangle of Fifth Street, Oxnard Boulevard and the Railroad. This facility could also act as the terminal of the SCAT bus system.

The SPRR is both an asset and a liability to the City. While it does provide for service to proposed industrial areas, it also divides the community and exposes 7.4 miles of perimeter which is subject to noise, grime and dust, and visual pollution. The SPRR is paralleled and abutted on one side, as it crosses the City, by a major street right-of-way. Although unsightliness and other distractions are offered, the street rights-of-way of Oxnard Boulevard and East Fifth Street offer some separation from land uses on one side. The other side of the railroad must be abutted by industrial, commercial and residential uses. A solution to building against a main line railroad is a linear industrial strip. However, the City of Oxnard contains too much rail exposure for this to be practical. Some residential uses must back up to the railroad. Efforts should be made to provide suitable buffers to help minimize the rail's distracting impact on abutting areas.

Safety is also a concern. The SPRR crosses several major streets, such as Vineyard and Gonzales, at grade. A priority construction list base on a careful cost-benefit study is needed. Abutting land uses can also create hazardous conditions. Residential areas next to tracks need to be fenced to reduce movement across the tracks.

b. Ventura County Railroad

The Ventura County Railroad serves the Oxnard Planning Area as well as the Naval Construction Battalion Center. This railroad (because of the type of equipment and operating standards) has far less impact on the community than does the main line Southern Pacific Railroad. The Ventura County Railroad also provides many miles of perimeter exposed to largely residential areas. Landscaping and other beautification programs should be undertaken where possible along the Ventura County Railroad. The VCRR also complicates the City's worst intersection, known as "Five Points".

AIRPORTS

BACKGROUND

The relation of airport planning to surrounding land uses is important. The composite of existing and potential noise and hazard effects needs to be evaluated to determine the most compatible organization and intensity of land use. Together with the City, planning for airports and their environs is the responsibility of the Ventura County Association of Governments, which functions as the State mandated Airport Land Use Commission (APLUC). Such planning efforts are especially important around existing airports, since new airport sites are difficult, if not impossible, to obtain.

OXNARD AIRPORT

The Oxnard airport lies west of the Central Business District, and is being pressured by urban development, especially to the south. There is increased consciousness in the City on safety and noise implications of the airport. Consequently, there is need for limitations such as the number of flights and types of aircraft allowed.

The future of the airport is assumed to be oriented toward general aviation. It is currently (1982) operated as a commuter service airport. A commuter service airport is an airport which is not served by a certificated air carrier, but is served by one or more commuter airlines. General aviation airports are non-FAA certificated, or do not experience State certificated air carrier or military operations. However, the Oxnard Airport is presently FAA certificated and has experienced air carrier operations. The certification is basically for safety purposes, but it also a guide for federal financing.

The Oxnard Airport is currently an air carrier facility, as designated in the National Airport System Plan, based on State Public Utilities Commission certification of an air carrier to use this airport. Under this status, the Oxnard Airport can accommodate turboprop aircraft. Because of the runway thickness and length, aircraft over 53,000 pounds (dual wheeled) are not allowed. Business jets which are below subject limits are allowed.

The future role of the Oxnard Airport depends on numerous regulatory actions. The City needs to consider appropriate concepts for the airport and surrounding lands. These concepts depend partially on mitigation measures that are imposed on the

airport and on air traffic. The impact of noise and hazard on 1990 land uses represents a theoretical maximum capacity of the airport. This gives a good baseline to evaluate future surrounding land uses.

CAMARILLO AIRPORT

In comparison to the Oxnard Airport, more extensive commercial airport development may be anticipated at the Camarillo Airport (formerly Oxnard Air Force Base). Presently, the facility is limited to business and private planes, with no scheduled airlines and military aircraft. However, in comparison to Oxnard Airport, the facility is closer to major transportation routes, is larger, and has less surrounding encroaching urban land. Also, Camarillo Airport's runway is capable of carrying a 115,000 pound aircraft. The eventual manner of operation of the Camarillo Airport depends on future policy decisions by Camarillo and Ventura County.

Changes in the use of the Camarillo Airport may have significant noise and, possibly, safety impacts on Oxnard. Changes in use may require thorough evaluation, with possible controls on the airport and affected land uses. The Camarillo Airport Authority is the proper agency for developing such controls. This Authority is made up of representatives of Ventura County and the City of Camarillo.

POINT MUGU NAVY PACIFIC MISSILE TEST CENTER

The Point Mugu Navy Pacific Missile Test Center is located southeast of Oxnard between the Coast Highway and the Pacific Ocean, and is included in the Oxnard Planning Area. If the airport within this facility is declared surplus, or made available on a shared basis, the City should promote use of this facility as an air carrier airport.

WATER TRANSPORTATION

PORT OF HUENEME

One of the findings of the California Coastal Plan was that the ports of California were major economic enterprises that served major import, export and domestic waterborne commercial needs of California and the nation, and that these ports provided a significant proportion of the jobs and the income of the State. The Coastal Plan provided that, along the immediate shoreline, priority would be given to "coastal dependent" developments, such as ports, that by their very nature require coastal sites.

The Port of Hueneme is the only major deep water commercial harbor between Los Angeles and San Francisco. It is operated by a Harbor District, which has taxation boundaries extending from the City of Ventura on the west to Thousand Oaks on the east. It is approximately three miles southwest from the City of Oxnard, and approximately one mile west of the Ormond Beach industrial area. The Harbor is served by rail through facilities of the Ventura County Railroad, with connections to the Southern Pacific main coastline railway. In addition, the harbor has a close proximity to the Oxnard Airport. Care must also be given to the ingress and egress network in support of the Harbor, both from the northern and southern perimeter of Ventura County.

Although the physical plant of the Port of Hueneme is wholly within the City of Port Hueneme, the impact of the Harbor's future development upon the City of Oxnard will be enormous. There has been a dramatic increase in tonnage handled by the Harbor since the expansion and improvement of the Port's facilities in 1972. Material in support of offshore oil activity moves through the Port to production sites in the Santa Barbara Channel. Numerous other products are shipped into and out of the Harbor, such as lumber products barged into the Harbor. As manufacturing increases in the Oxnard area, manufactured goods are expected to become an increasingly significant part of the Port's total cargo movement.

Increase in harbor activity may cause the Port to expand. Expansion may occur to the northeast or easterly. Close cooperation by various public agencies can assure that this growth potential is achieved. Care must be exercised so that short-term decisions do not hamper long-term industrial development. A deep-draft commercial port is an asset that other communities in an analogous stage of development cannot claim.

CHANNEL ISLANDS HARBOR

Channel Islands Harbor is oriented toward recreational boating and related commercial activities. These activities benefit individuals from outside of the City of Oxnard, as well as those living in the City. This reflects the regional nature of the facility. Channel Islands Harbor is owned by the County of Ventura, and only the land area may be annexed by the City. By agreement with Ventura County and Oxnard, the County administers development.

Lack of control of development in the harbor is an area of concern to the City of Oxnard. County Supervisor priorities adopted in 1963 give boating and revenue producing facilities priority over general public facilities. By agreement, only the land portions of the harbor area are in the City of Oxnard. However, those areas in the City are now subject to City planning and zoning authority, based on the provisions of the Coastal Act of 1976. The Coastal Act requires such planning and zoning to broaden the functions of the harbor. Key provisions of the Coastal Act concern public access and recreational and housing opportunities for low and moderate income persons. Through the mandated Local Coastal Plan, which is the responsibility of the City, these provisions need to be balanced with the need to provide for water-oriented recreation, which is also required by the Act.

In addition to the California Coastal Act, this General Plan proposes a broader for Channel Islands Harbor. Goal No. 20 is to: "Preserve and develop the scenic and recreational potential of beaches and Channel Islands Harbor for all segments of the population." (Emphasis added).

Many design opportunities exist for broadening the role of the harbor. In addition to boating, other water-oriented activities deserve emphasis. These activities include swimming, sunbathing, and the like. Other recreation activities could benefit from a marina location and orientation. Such activities include walkways, bicycle trails, picnic facilities, and the like. In addition, commercial facilities could be designed to serve a broader clientele. Regardless of the nature of a facility, whether private or public, consideration of access to the water deserves special emphasis. The City should further explore these opportunities in development of the Local Coastal Plan and in reviewing development in the Harbor area.

CHAPTER VI

IMPLEMENTATION

INTRODUCTION

RELATION OF PLANNING AND IMPLEMENTATION

The General Plan provides a guide for public and private decisions. This guide is only effective through specific implementing actions which more precisely direct growth and change. These actions are implemented by the public and private sectors, pursuant to the General Plan.

Implementation includes a wide range of techniques, with various time frames. Codes, ordinances, and environmental controls have immediate, or short-run, time frames. Urban growth and development techniques, such as annexation programs, have middle-range time frames, extending from the present through 1990. In addition, there are longer-range time frames associated with general planning and research. Examples include elements of the General Plan and population projections. While grounded in the present, long-range plans and studies have implications extending into the next century.

Implementation varies in effectiveness and feasibility. Some actions may only require a change in administrative procedure. Other actions may require extensive code amendments. Some actions may be time consuming and costly, while others are easy to initiate. Some actions may have an immediate effect on Oxnard's growth and change. Other actions may have no observable effect for many years. Regardless, implementation is certainly necessary. Implementation studies and programs insure that general planning policies are executed. In addition, implementation is mandated by the State and federal governments.

This chapter recommends specific implementation actions. Careful study is needed to rank and order the priority of these items. This requires extensive program development and management after the General Plan is adopted.

STATE MANDATES

State law requires a General Plan of nine elements, as discussed in Chapter 1. Once the General Plan is adopted, State law requires certain implementation actions (Government Code Section 65400 et. al.).

1. Investigate and make recommendations regarding implementation;
2. Submit annual report to the City Council on the status and application of the General Plan;
3. Promote public interest in and understanding of the Plan and regulations;
4. Consult (with others) and advise on ways of carrying out the Plan;
5. Review referrals as to conformity with the General Plan (all real property acquisitions and dispositions, construction of buildings and other structures); and
6. Develop and adopt regulatory programs (zoning and subdivision ordinances, building and housing codes and other devices) which will implement the policies described in the General Plan.

In addition, the City may do the following, pursuant to Section 65400:

1. List, classify and coordinate a program of the public works proposed by all agencies with projects recommended for the ensuing year (i.e. the Capital Improvements Program). Such a program is then submitted to the planning agency for review and report to the official agency as to conformity with the General Plan; and
2. Prepare specific plans based on the General Plan and drafts of such regulations, programs and legislation as may be required for the systematic execution of the General Plan.

These directives provide the Planning Department and the City Council with broad authority to develop coordinated plans and programs to implement the General Plan.

Also, certain specific implementation steps are listed in State General Plan Guidelines for both the Land Use Element and the Circulation Element. These are included in the discussion in this chapter. They are presently only advisory. However, they may become State administrative regulations, as are the portion of State Guidelines of reference to the Housing Element.

FEDERAL MANDATES

The major federal program supporting local planning is the Comprehensive Planning Assistance (701) Program. Implementation is a basic concern, since many activities eligible for funding are of an implementation nature. There is stress on improved management capability to implement plans and "policy-planning-evaluation" capacity. The federal rules and regulations should be consulted directly for a list of implementation measures. (Section 600.55, Federal Register, August 22, 1975).

The 701 Program requires environmental evaluation. To evaluate environmental impacts, the scope of implementation needs to be specified and analyzed. Environmental planning is required as a part of the comprehensive planning process. This is in addition to separate "environmental assessment" required "when the assisted work program will result in developmental plans or policies for land use, major community facilities, major utility systems, major transportation systems, or the protection of natural resources...." These requirements are to assure full compliance with the national Environmental Policy Act of 1969 (NEPA). In assuring this, the federal government requires consideration of environmental concerns even when an Environmental Impact Statement (EIS) is not necessary (Section 600.65, Ibid.).

There are specific implementation requirements for the Land Use Element in the 701 program, as well as the implied need for a Circulation Element. The Land Use Element "shall include... studies, criteria, standards and implementing procedures necessary for effectively guiding and controlling major decisions as to where growth shall and shall not take place." In addition, the Land Use Element "shall include...policies, procedures, and mechanisms necessary for coordination of land use planning with community development strategies; capital improvement programs; transportation; open space; public utilities and facilities planning; and State and area-wide land use plans." (Section 600.72, Ibid.)

The Phasing Section, found in the Land Use Element of this General Plan, is one implementation technique. In addition, various other implementation techniques are discussed below.

LAND USE IMPLEMENTATION

PLANNING PROGRAMS

1. General Plan Elements

a. Mandatory Elements

As indicated in Chapter 1: Introduction, there are a number of mandatory and option General Plan Elements. The mandatory elements, of course, are required by State law. The most fundamental are the Land Use and Circulation Elements. All other elements, either mandatory or optional, have an effect on the land use and circulation system, or derive therefrom.

- b. In addition to Land Use and Circulation, there are seven other elements, of which five may be combined into an Environmental Resource Management Element (ERME), as initially developed in Tulare County, and since publicized in the State Guidelines. These elements are Open Space, Conservation, Safety, Seismic Safety, and Scenic Highways. The Noise and Housing Elements were not included.

As an extension of this concept, State Guidelines show how the nine mandatory elements can be consolidated under three broad topics. In addition to ERME, there would be a Community Development Element, and a Transportation Element, with primary emphasis on Circulation and Noise. Such consolidation will be initiated after adoption of this General Plan. One effect would be preparation of a Planning Policy Manual. This would consolidate all the policies of the General Plan elements into one comprehensive document. This would provide a "ready reference" for use by the City Council, Planning Commission and Citizen advisory groups.

b. Optional Elements

Numerous optional elements are specified in State provisions, in addition to any other additional elements which the planning agency may determine as relating to the physical development of the City. The listed optional elements are actually more specific and detailed extensions of the mandatory elements: (1) a detailed recreation system plan; (2) circulation recommendations on parking and setbacks, street numbering, naming and other matters; (3) detailed transportation system specifications, including ports, harbors, and aviation;

(4) a transit system element; (5) detailed plans for public utilities; (6) detailed plans for public buildings, including architecture and landscaping; (7) community design, including standards, principles and recommended designs for communities, neighborhoods, parks, schools, etc.; (8) housing standards and plans for elimination of substandard conditions; and (9) redevelopment plans and programs.

In addition to the mandated and optional elements, a Local Coastal Plan (LCP), as required by the California Coastal Act of 1976, must be prepared for those areas in the Coastal Zone as defined by the California Coastal Commission. The LCP will assign specific land use designations to all areas in the Coastal Act. However, final adoption of the LCP is not expected before 1982. Therefore, where conflicts between the Land Use Element of this General Plan and the Coastal Act policies occur, the Coastal Act policies shall govern.

Several optional elements are especially appropriate for Oxnard. Energy, Agriculture, Social and Economic Elements should be developed.

c. Review, Update and Revision

At frequent intervals, an overall comprehensive evaluation of the General Plan is needed. This would lead into a major revision of the General Plan. Because of the dynamic character of present growth and change, a maximum of five years' interval is recommended for such overhaul. A work program should be initiated in the year preceding formulation of the updated General Plan. The 1980 census would include new surveys, updated forecasts, and the restudy of major alternatives. This review and update would push further into the future the "target date" of the General Plan.

In addition to comprehensive overhaul, the General Plan may be amended from time to time. Such amendments should reflect comprehensive issues affecting the City, rather than problems arising from specific parcels of land. In this regard, the State Government Code has specified that a maximum of three amendments per elements are allowed in a calendar year (Section 65361). In addition, two weeks are required between such amendments and any related rezoning (Section 65862).

An annual report on the General Plan is required under State law (Section 65400). The Planning Department is to report to the "legislative body (i.e. the City Council) on the status of the plan and progress in its

application". The annual report process provides the opportunity to systematically develop General Plan amendments.

The annual report is to be a major implementation tool. In order to provide an equitable and uniform process in amending elements of the General Plan, a specific procedure is proposed. State law allows amendments to mandated elements three times during any one calendar year. (Section 65361).

Three times each year, the City may consider amendments to a mandated element of the General Plan. Hearings on such amendments will typically be held in January and June of each year with a third amendment consideration to be reserved for emergency purposes which may occur any time at the recommendation of the City Council.

Requests for amendments to any mandated element of the General Plan may be submitted to the Planning Department, and shall contain such information as required by the Planning Director. Requests may be submitted by any interested party, City staff, the Planning Commission or the City Council. An initial review of all requests shall be evaluated in the context of the City's overall planning program, and a decision reached to reject or accept for further consideration. Acceptable requests shall become eligible components of the next regular amendment.

Eligible applications for a General Plan amendment shall include such forms and information as is required by the Planning Director, and shall be accompanied by a fee set by resolution of the City Council. These shall be processed in accordance with applicable laws and procedures, including preparation of required environmental documents.

d. Citizen Participation

State Guidelines stress the need for public information and education as part of General Plan implementation. Similarly, the State Government Code details the steps of citizen participation necessary for adoption of the General Plan. After adoption, a program of citizen participation, information and education is also necessary to generate support for the City's policies. Several concepts for such a program are indicated in the State Guidelines, and should be followed in Oxnard:

1. There should be two-way involvement. In addition to reacting to City proposals, citizens should help initiate and implement plans. In Oxnard, this participation should include review of specific plans for residential communities and neighborhoods. In addition, commercial and industrial interests should become involved in specific plans for their areas.
2. To make decision-making clear and direct, current issues should be interpreted in terms of the General Plan (i.e. goals, objectives, programs and policies). Meetings on these issues should be held on a regular and widely publicized basis.
3. Communication should be concise and direct:
 - (a) Information should be provided on a continuing basis and sufficiently in advance of any public decision; and
 - (b) Technical data should be made relevant to the problem at hand.

To provide citizen participation in the review, update and revisions of the General Plan, a General Plan Study Committee shall be established as standing committee. The members of the General Plan Study Committee shall be picked to represent a cross-section of the citizens of the City, and provide as much citizen participation as is practical. The General Plan Study Committee shall review all proposed changes to the General Plan and proposed annual revisions to update the General Plan. Immediately upon dissemination of the 1980 U.S. Census, a major review of the General Plan should begin.

2. Specific Plans

Specific plans are provided for in the State Government Code as instruments for systematic execution of the General Plan. The General Plan is an official statement of policy regarding the character and quality of development. However, the General Plan, by its very nature, can only provide a "broad brush" picture of proposed growth and development. The next logical step is the preparation of short- and middle-range comprehensive plans. These "specific plans" may detail more precise actions for the whole City or for specific areas. These specific actions (i.e. "regulations, programs and legislation" (Section 65450), are those necessary to insure execution of the General Plan. Consequently, they provide a link between General Plan policies and future development.

The State Government Code (Section 65451) details the content of specific plans, as well as their method of adoption and administration. As far as mandatory elements are concerned all "detailed regulations, conditions, programs and proposed legislation... necessary or convenient for the systematic implementation of each element of the General Plan listed in Section 65302" shall be included. These measures include, but are not limited to:

- a. Locations and development standards for land uses and buildings, including considerations such as flood plains or excessively steep or unstable terrain;
- b. Locations, extent, name, numbering, widths, and improvement and maintenance standards and use for streets and roads, as well as similar provisions for other transportation facilities, both public and private;
- c. Standards for population density and building intensity, and provision for public utilities;
- d. Standards for conservation, development and use of natural resources, including flood, pollution, and erosion control; and
- e. Other necessary or convenient measures.

Section 65452 allows specific plans to include other measures necessary or convenient to implement any element of the General Plan, whether optional or mandatory.

Oxnard has identified a number of residential communities and their component neighborhoods. Specific plans are necessary to guide land use decisions in developing areas, including public, commercial and industrial areas. A number of opportunities exist for planning those commercial centers and industrial areas specifically mentioned in the Area Development section of the Land Use Element. In addition, certain areas with special problems or characteristics may have their own specific plans. These would include the area surrounding the Oxnard Airport or the Central Business District, beaches, waterways, and agricultural preservation areas.

URBAN DEVELOPMENT PROGRAMS

1. Urban renewal refers to general physical revitalization of older areas of the City. Urban renewal includes private and public actions. When renewal actions are coordinated properly, upgrading or replacement of public improvements is coordinated with structural renewal. Oxnard has experienced

private renewal in many forms. The City of Oxnard has a Redevelopment Agency involved in public renewal projects in the Central Business District and the Central City Revitalization area. The City has also engaged in code enforcement as part of the renewal process.

Renewal actions include conservation of sound, older areas, together with structural rehabilitation of declining areas. Heavily blighted areas may require redevelopment, which includes clearance and replacement of structures. However, renewal may not require the wholesale destruction of existing buildings, clearance, and resale of land to private developers. This may occur, depending upon the condition of the individual structure. Such redevelopment frequently involves an intensification of land use, such as removal of single family dwellings to allow for construction of an office building or apartments. In contrast, rehabilitation may upgrade a structure, while not necessarily changing its use, as in remodeling an existing apartment structure. Lastly, renewal may include conservation programs such as concentrated code enforcement or local self-help efforts, in order to prevent potential blight.

Remedial action is required to upgrade areas subject to blight or areas which are presently blighted. Blighted areas are underdeveloped because they do not support a high level of land use consistent with their location in the community, relationship with adjoining areas, or their requirement for public services. Blighted areas may require above average public services, such as police and fire protection, while paying a lower share of taxes than sound areas.

The General Plan does not propose the precise methods to implement renewal. Detailed analysis is needed to determine the extent and type of remedial action. Within potential renewal areas, careful perusal is needed to ascertain the specific condition of a structure and the necessity of public or private action.

Urban renewal is an important function in the mid-range, i.e. between the present and 1990. Urban renewal, especially through private efforts, is expected to be a continuing process throughout Oxnard's growth and development. Many areas of Oxnard are indicated at higher intensities or densities than presently found. Many of these areas have little or no vacant land. Consequently, the higher densities are to be achieved with urban renewal. One example is additional selective apartment development in certain older, less dense residential areas. The overall anticipated effect, however, is only a modest increase in density, with no fundamental change in the residential character of these areas.

2. Capital Improvement Programming

Over the long term, the City is responsible for carrying out substantial capital improvements. The Capital Improvement Program (CIP) is a long-range schedule of proposed projects with their estimated costs and financial sources, projected over a five-year period. Included with the CIP is the Capital Budget, with projects for the forthcoming fiscal year.

The CIP assists the Planning Commission and City Council in carrying out their responsibility to the planning process, as specified by the City Code. Under the City Code, the Planning Commission is responsible for reviewing and approving the Public Works program. The Planning Commission also reviews acquisition of land and buildings, of other public agencies and the City, as to conformance to the General Plan. The Commission then reports back to the City Council or other public agency as to conformance. When a project or action does not conform, it can be dropped or changed to reflect the General Plan. The CIP is a crucial link in this process.

The items found in the CIP are non-recurring expenditures for major improvements such as parks, streets, public buildings, and water and sewer lines. The scope and cost are usually much larger than operating budget items. Consequently, they must be planned with a long-range perspective. The CIP must, therefore, reflect planning goals, objectives and standards of the City.

Various sources of financing are available. These sources change over time with changes in taxing laws and sources of grants and subventions. Some items are financed directly from dedicated revenues, i.e. street and signal projects from gas tax monies and park development fees. When benefits are attributable to a particular area, loans may be repaid by special assessment districts or by participating areas. Large projects with City-wide impact are financed by enterprise funds or bonds. When the costs of any of these projects are beyond the current revenues of the City, the CIP provides a means of obtaining services and facilities in a manner consistent with the City's ability to incur debt.

3. Public Acquisition

Public acquisition is identified as an implementation tool in the State Guidelines. Cities may wish to purchase land or development rights, either temporarily or permanently. Ownership rights may be acquired by eminent domain or negotiated purchase. Ownership rights may also be leased.

Public acquisition includes a diversity of techniques. One technique is public acquisition of easements. This can either affect the character of development (i.e. preservation of scenic views) or the use itself (i.e. an easement purchasing the right to more intensive development of existing agricultural land). Other techniques include advanced acquisition of public building sites and land banking.

Land banking is the acquisition of land by a public entity to control the pace and direction of urban development. This land can be returned to private development with timing and use restrictions. Land banking is an alternative method of regulating development, providing for economic, equitable and environmentally acceptable use of resources, and adequate services and facilities. Land banking is more active than the use of codes and ordinances, which are essentially passive.

Public acquisition has many advantages in cases where there is overriding public interest. Public acquisition clearly defines the public interest at stake, and prices and pays for that interest. In addition, direct ownership may avoid the administrative problems and delays of a similar development under existing codes and ordinances. It also eliminates opposition to supposed "taking" of land. Direct ownership can control the price and availability of land, avoiding excessive speculation. It may also be used as a subsidy to write down the costs of low income housing.

In the case of Oxnard, land banking may be especially suitable to preserve interim and permanent open space areas, while assuring that development, when it does take place, is of the appropriate type and quality. A detailed study is needed to assess the effectiveness and legality of land banking and other acquisition techniques for Oxnard. The suitability of these techniques should consider all relevant cost-benefit and cost-revenue implications. In the final analysis, however, the use of these techniques may be determined by their political acceptability.

CODES AND ORDINANCES

1. Zoning

a. Introduction

Zoning is a land use control device, conceived as a protective measure to reduce the harmful effects of incompatible land use relationships, such as industrial development infringing on residential areas. The General Plan indicates long-range economic and physical assumptions for the types and amounts of urban growth.

Zoning is the legal procedures used to more precisely delineate urban development.

Zoning defines the location and, to a certain extent, the physical and aesthetic characteristics of new development. Unfortunately, zoning is not always used as well as it might. Day-to-day zoning pressures may be misinterpreted to mean long-range development possibilities. As a result, areas may be zoned far beyond their economic or physical development possibilities within any reasonable period. In attempting to anticipate long-range growth in the precise terms of the Zoning Ordinance, large areas may be subject to zoning not justified by future economic demand. Secondly, the type of development finally sought by the market may conflict with prematurely applied zoning. Zoning itself will not attract development. It may do nothing more than assemble a vast inventory of inappropriately zoned land.

In some cases, zoning represents wishful thinking, such as a desire for large amounts of commercial or industrial development. As a result, areas are zoned for high density housing, commerce or industry out of all logical proportion to the land actually needed for such purposes. The impact of such overzoning affects property values, speculation, lending, practices, public and social costs, neighborhood stability, and the like. Victims of this problem are the developers and property owners who, in response to market pressures, must then request time-consuming zone changes or variances. When this situation is prolonged, citizens and developers lose confidence in local government and the government's planning efforts are seriously damaged.

Section 65860 of the California Government Code presently requires local governments to assign zoning in conformance with the General Plan. In order to accomplish this requirement, it is imperative that the City also zone in close conformance with the economic demand, since the economic demand is geared to development strategies involving such resources as availability of public utilities, location and availability of community facilities and location of major transportation systems.

Decisions regarding these basic economic factors will assist in avoiding or eliminating "over-zoning" problems, but places the burden on the General Plan to accurately describe and reflect future land uses consistent with City policies and goals. Consequently, this General Plan seeks to anticipate the legitimate needs of Oxnard, while

resisting development not in the best interests of the City. Since this General Plan lowers the City's predictions for growth and intensity, the zoning pattern of the City must be altered to conform to the General Plan, as required by State law. This may include the reduction of land in certain zoning classifications, i.e. "down-zoning". Where such zoning reductions are necessary, this action should be done in a staged manner. Additional studies and more detailed planning, such as specific plans for certain areas, may be necessary before some of the more controversial zoning issues can be resolved.

Not all circumstances can be anticipated, however. Planning and zoning should be flexible enough to accommodate new concepts in development and the environment. Technology continues to revolutionize the means by which many urban functions are accomplished. Design of residences for use of solar heating is one example. Another example is self-contained sewage elimination. Therefore, periodic review and amendment of the General Plan and zoning is a positive and necessary course of action. The Planning Commission, City Council, and the electorate and property owners have the prerogative of proposing amendments.

In addition to the above, there will be certain instances where the strict application of the standards of the Zoning Ordinance impose a severe hardship or cause results otherwise inconsistent with the Zoning Ordinance. In such cases, as provided for in the Zoning Ordinance, a variance is possible. Certain circumstances must be applicable, however, and the variance may not permit a change in use from what is otherwise permitted. An example of a case where a variance may be issued is when a public right-of-way dedication lowers a lot's area below what is prescribed by code to allow development. In this case, a variance could allow development to take place, assuming it otherwise was conforming.

b. Zoning Administration

Many possible improvements relate to the general administration of the Zoning Ordinance. These improvements include "housekeeping" chores such as revising definitions to conform to current usage. In addition, there are various administrative procedures which may be improved, some of which are not actually part of the ordinance. It is not proper for a General Plan document to describe such precise changes in detail. Nevertheless, the need for administrative improvement and "housekeeping" should be noted, in order to make the

Zoning Ordinance a more effective implementation instrument.

The manner of processing minor zoning matters is continuously studied to determine necessary changes. Such topics as the following can be examined:

- (1) Coordination of enforcement;
- (2) Amount of fees;
- (3) Procedure and timing of notification;
- (4) Procedures for resubmission;
- (5) Interpretation of code requirements; and
- (6) Control of temporary uses.

c. Ordinance Revision

This General Plan proposes specific zoning improvements. These are based on specific deficiencies noted by the Planning staff. A subsequent section will examine innovative zoning techniques. The following is applicable to the present ordinance. Precise zoning studies are needed to detail and clarify these proposals.

- (1) Special Use Permits: Various uses and processes are permitted in specific zones. In addition, certain development or operations, requiring special consideration, may only be permitted with approval of a special use permit. This concept is stressed in residential zones. While found in some commercial and industrial zones, the concept could nevertheless be expanded to provide for a greater variety of situations, with suitable underlying conditions specified by the special use permit.
- (2) Planned Development Permits: The City utilizes a planned development additive zone attached to various zone designations to provide reasonable controls to properties of special importance to orderly development. Enforcement of restrictions other than found in the underlying zone are possible when justified by certain circumstances prescribed by the Zoning Ordinance. Under a planned development permit, subject to certain conditions, development may be permitted which would otherwise violate normally desirable land use relationships. These conditions may include conditions regulating traffic control or providing additional setbacks,

landscape buffering or other screening. Planned development permits may be used to assure that a specific type of development takes place after a rezoning is granted. This helps to minimize rezoning as a speculative venture.

3. Stacking Zones: Some commercial and industrial zones use "stacking", inasmuch as a less intensive use is permitted in a more intense zone. Further study may lead to elimination of such a concept, especially in commercial and industrial zones which permit residential uses. Presently, there are certain instances where "stacking" fulfills a valid purpose. For example, apartments are permitted in the C-2 zone in order to encourage noncommercial use of C-2 property. By allowing residential use in a commercial zone, such uses are encouraged in certain areas which would be otherwise overzoned if confined exclusively to commercial uses.

Less intense commercial uses may be workable in more intense commercial zones. However, it is questionable to allow less intense industrial uses to occupy more intense industrial zones. Industrial zones vary markedly as to property development and operations standards. More intense industrial uses may have undesirable effects on less intense uses and bring forth complaints. In addition, light industry may elect to locate in heavier industrial zones to avoid more stringent development and operations standards. In addition, existing "M" zones, or a newly created one, should provide for large-scale "industrial park" uses.

- (4) Contract Zoning: The City Code provides for conditions of approval for reclassification of property from one zone classification to another. Development may be required to provide exactions such as curbs, gutters, and sidewalks, to protect the community from deleterious effects or meet public service demands resultant from the proposed development. However, the contract cannot limit use of the property beyond what is elsewhere permitted in the same zone. In addition, because of procedural requirements (i.e. the State Government Code), reversion to the previous zoning may not be automatic when conditions are not met (Scrutton vs. Sacramento (1969)).

Contract zoning may prove useful when conditions cannot be otherwise required, as is possible under special use permits. However, standard formats,

policies and procedures need to be developed in Oxnard. One possibility is use of Planning Development zoning where conditions are entered into the record as a basis to specify uses.


- (5) Sign Abatement: The City has engaged in extensive study and revision to sign requirements to incorporate modern concepts and techniques. However, the provision for abatement of existing nonconforming signs requires extensive survey and notification to insure compliance with the City's Sign Ordinance.
- (6) Parking: Parking requirements for many uses may require revision. Requirement of fractional spaces, such as 1-1/2 spaces per unit, may be impractical. Provisions for parking for churches, schools, and other institutions may need to be revised. While commercial parking appears to be adequate, certain commercial areas, such as the Central Business District, require use of parking where it cannot be provided on the commercial property served. In areas where intense on-street parking occurs, special studies should be undertaken to solve that parking problem by a parking district.


Many of the apparently minor features in the Zoning Ordinance may have major effects on the character of the City. This includes matters such as parking requirements, setbacks, amount of open space, height, and the like. Stringent requirements may encourage better quality development and upgrade the overall visual and environmental character of the City. On the other hand, depending on the characteristics of the private market, upgraded standards may discourage development. Changes in the Zoning Ordinance, consequently, should be analyzed from various points of view.












d. Existing Zones

In addition to proposed new zones, this General Plan recognizes the importance of existing zones. The following zones are found in the Zoning Ordinance, as of the date of adoption of this General Plan. Through implementation of this General Plan, the following list would change as new zones are added, old zones are dropped, or modifications are otherwise made to the City Code. Furthermore, this list is only illustrative, inasmuch as the City Code must be consulted for a detailed listing of what is permitted in each zone.

LEGEND

 **NORTH**

SCALE 

-  AVIATION COMPATIBLE
-  100 YEAR FLOOD BOUNDARY
-  100 YEAR STORM CONTAINED
-  COASTAL PERMIT LINE
-  COASTAL HIGH HAZARD AREA
-  FREEWAY
-  THOROUGHFARE
-  MINOR THOROUGHFARE
-  RAILROAD
-  PLANNING AREA BOUNDARY
-  CITY LIMITS

**DEVELOPMENT
CONSTRAINTS**

OXNARD GENERAL PLAN



- (1) R-1, One-Family Zone: A zone permitting low density, exclusively single-family dwellings.
- (2) R-B-1, One-Family Beach Zone: A zone permitting low density single-family dwellings in beach areas.
- (3) R-W-1, Single-Family Water-Oriented Zone: A zone permitting low-density, single-family dwellings on lots located in close proximity to dedicated inland waterways.
- (4) R-W-2, Townhouse Water-Oriented Zone: A zone permitting low-density, multiple-family dwellings of residential character suitable for location abutting single-family dwellings.
- (5) R-2, Multiple Family Zone: A zone permitting low-density, multiple-family dwellings of residential character suitable for location abutting single-family dwellings.
- (6) MH-PD, Mobile Home Planned Development: A zone permitting exclusively low density mobile home parks.
- (7) R-3, Garden Apartment Zone: A zone permitting moderate density multiple dwellings suitable for location abutting commercial centers and in other locations where medium density is warranted.
- (8) R-4, High Rise Residential Zone: A zone permitting high density, high rise apartments, and other suitable uses, located within the metropolitan core, and in other selected areas.
- (9) C-0, Commercial Office Zone: A zone permitting low-profile professional uses suitable for location abutting residential uses and high rise offices and related uses in selected locations.
- (10) C-1, Neighborhood Shopping Center Zone: A zone permitting convenience shopping and personal services located in a unified manner primarily to serve the neighborhood within which it is located, with development standards and performance standards suitable for locations abutting residential uses.

- (11) C-2, General Commercial Zone: A zone permitting general commercial uses and certain related uses as specified.
- (12) C-M, Commercial and Light Manufacturing Zone: A zone permitting selected commercial retail sales and services and for light manufacturing, including warehousing, distributing and storage, and wholesale activities, with development standards suitable for location within the commercial and industrial districts shown on the General Plan.
- (13) M-1, Light Manufacturing Zone: A zone permitting light manufacturing uses as specified.
- (14) M-2, Heavy Manufacturing Zone: A zone permitting heavy manufacturing uses as specified.
- (15) C-R, Community Reserve Zone: A zone permitting a district of predominantly open land uses which, in the public interest, should retain such character.

e. New Zoning Techniques

In addition to the above, numerous innovative zoning techniques are recommended for Oxnard. These techniques can meet many objectives: (1) provision for unique or specialized land uses and situations; (2) assurance of environmental protection; (3) encouragement of design quality and flexibility; and (4) coordination with public improvements such as schools, parks, and utilities.

- (1) New Zones: Several new zones need to be developed in Oxnard. As already mentioned, four new industrial zones are necessary, including: (a) airport-related; (b) limited industrial; (c) light industrial; and (d) heavy industrial. In addition, new zones are needed to provide specifically for agricultural uses and public utilities. With reduced population pressures and a change in land use ethics, agriculture has become a permanent part of the land use inventory within the Oxnard Planning Area. Several public or quasi-public facilities presently exist within the Oxnard Planning Area. The addition of a separate zone for public utilities could provide for higher development standards, establishment of buffers and better land use relationships.

- (2) Design Techniques: A separate and distinct urban Design Element of the General Plan is recommended. Various design-oriented techniques can supplement basic zoning provisions. Such provisions would carry out the illustrative concepts of the urban Design Element. An architectural review board should be established with City-wide jurisdiction. Administratively, existing code provision for planned development permits and additive zones can further encourage innovative design. Density bonuses may be granted in certain cases because of design excellence.
- (3) Performance Standards: Performance standards seek to control the detrimental effects that one land use may have upon another. This may avoid the rigid classification and listing of permitting land uses. The goal of performance standards is to provide for land uses on the basis of health, safety, welfare and compatibility without rigid classification. Application of changes in science and technology is permitted if the resulting land uses meet standards of density, intensity, open space, noise, odor, heat, glare, vibration, air quality, traffic generation, and the like. These concepts are especially important in regulation of industrial uses. Because of technical and monitoring problems, enforcement expense, and legal aspects, it is recommended that performance standards be carefully considered and evaluated. Presently, such a technique may be better used to supplement rather than replace the underlying zone provisions in Oxnard. A more detailed discussion is found in the 1972 Oxnard Industrial Zoning Study.
- (4) Hazard Overlay Concept: Further study is needed on this concept and what zoning techniques could carry it out. The Seismic and Safety Element, as well as other geologic, flooding and airport studies, indicate areas especially susceptible to hazards. To insure proper mitigating measures in these areas, a hazard overlay would apply special conditions, criteria and methods to those areas subject to natural and man-made hazards. Such an overlay could be subcategorized according to the types of hazards and necessary related mitigation measures. An additional benefit would be explicit notation of hazard areas, which would assist developers, government officials, and the public in general.

- (5) Large Lot Areas: There is need to provide quality large lot residential development within the Oxnard area. Such development would provide for the lifestyle of upper income households and induce them to remain, or move to, the City. This would assure that higher salaried business and professional people would be a part of the City and have an opportunity to take part in community affairs. Such large lot areas should be provided through an additive zone. By designating a prescribed minimum lot size, large lot subdivisions could orient towards various open space and recreational opportunities, such as riding and hiking trails and golf courses.
- (6) Condominiums: A recent development phenomenon has been the condominium concept. The condominium or "joint ownership" concept, while focusing on residential development, is now being applied to other areas such as commercial and industrial facilities. The condominium concept makes possible ownership for the person seeking to own his own unit and affords the small businessman the opportunity to own his own facility. One major problem with the condominium has been the conversion of existing apartment units and/or offices which were not designed to accommodate the new development concept. Such conversions generally lack parking, open space, adequate individual access or privacy, and structural integrity, such as individual public services, sound attenuation and fire protection, etc. The City must implement development standards and ordinances for both the new condominium facility and the conversion of existing facilities to assure that the quality of life is enhanced.

2. Subdivision

a. Introduction

Divisions of land are evaluated and approved by the City pursuant to the State Subdivision Map Act of the State Government Code and the related Subdivision Ordinance of the Oxnard City Code. Design and improvement of developments are guided by specific provisions in the ordinance, as well as related administrative standards and procedures. A variety of divisions of land are included, such as subdivisions (five or more parcels), lot splits (four or less parcels), and condominiums. "Subdivision" is commonly thought of as a residential

related procedure. but actually applies to division of land encompassing all types of land uses.

Implementation of the City's Subdivision Ordinance is intended to assure that the ultimate user will find adequate streets, access and public facilities, as well as a sound relationship between his and surrounding properties. The Ordinance assures minimum areas and property dimensions. Within this framework, in conjunction with the Zoning Ordinance, design innovations can be encouraged.

b. Subdivision Design

Individual development, built in a relatively uncoordinated fashion, provides no basis for total community design. Improved community design concepts can help the Commission and Council to make design decisions on a day-to-day basis, as well as aid potential developers in the preparation of proposals. Concern with land use relationships, roadway design, and other design details, encourages the desire to live, work, or play in Oxnard. However, good subdivision design is not based on a set of rigid architectural or engineering controls restricting development and design. Rather, there should be a framework for physical development based on a controlled range of design possibilities.

The design of subdivisions can promote the compatible relationship of land uses. In many cases, the design of a specific development on its individual parcel will do much to alleviate interference from adjacent uses. In addition, street design, the buffering between abutting uses, limitations on curb cuts, and the like, can assure compatibility and avoid points of conflict.

Specific design concepts should be considered in residential subdivision design. These concepts are the basic tenets of the Neighborhood Unit Concept found in the Land Use Element. These guide the design of subdivisions to create overall neighborhood design in conformance to the Neighborhood Unit Concept.

(1) Streets

One of the most significant conflicts occurs between major or minor thoroughfares and individual land uses. Because of rapid increases in traffic-capacity requirements, thoroughfares must serve as efficient traffic-moving devices. Often, conflicts are caused by left-turn movements, on-street parking, and multiple driveway access points. From

an investment standpoint, past land uses (especially commercial uses) may have benefited from the accessibility and exposure afforded by locations along thoroughfares. The result has been commonly called "strip commercial" development. This type of development hampers roadway efficiency and reduces the effect of public tax dollars spent for traffic movement and, eventually, the efficient use of the land itself. Consequently, this practice should be eliminated. Therefore, it is recommended that the following concepts should be considered in relation to thoroughfares:

- (a) No non-residential uses should have direct access to local residential streets;
- (b) On-street parking should be prohibited on thoroughfares;
- (c) Access points should be located as far as possible from intersections;
- (d) Access points should be as widely spaced from each other as possible; and
- (e) Adequate site distances should be maintained at all intersections.

No single family residences should be allowed direct frontage on thoroughfares. This policy will prevent noise, a view of constantly moving cars, odors, traffic hazards, and a general lack of privacy. Single family development along thoroughfares is often confronted with pressures for rezoning to commercial uses. This creates marginal, or, in many cases, blighted commercial developments. All residential developments should either back to, or form "side-on culs-de-sac", in relation to thoroughfares.

(2) Multiple Family Dwellings

Certain design concepts are also needed to protect multiple family dwellings. Many older multiple family dwellings are considered undesirable because they were used as buffers to protect single family residences from thoroughfares. Multi-family dwellings should develop in complexes designed somewhat similarly to shopping centers, i.e. a limited number of openings onto the street, effective screening, and off-street parking. However, in all cases, multi-family areas should be

designed with side-on culs-de-sac, a limited number of openings to the major streets, and off-street parking. Off-street and private drives parking should be designed to eliminate the dangerous practice of backing onto thoroughfares. Alleys parallel to the thoroughfares may provide access for these properties.

(3) Non-Residential Uses

Sites for such public uses as churches, schools, lodges, etc., can, with adequate treatment, be located in close proximity with, or adjacent to, residential development. Under these circumstances, it becomes imperative that the potentially detrimental effects which might be exerted by non-residential uses be carefully controlled. Such non-residential activities can be designed to serve the immediate neighborhood only. Those which do involve people from outside the neighborhood should have access and service requirements related to the extra-neighborhood residential street pattern, rather than encourage traffic on the interior local street system. Access should be from collector streets or directly from thoroughfares. The size and dimensions of the site from the non-residential use should be adequate to prevent intrusion into the residential neighborhood. Off-street parking must be adequate for the non-residential use to the extent that any local streets which service residential areas must be kept clear of the parking requirements generated by the non-residential use.

(4) Underground Utilities

Underground utilities are required by the Underground Utility Ordinance as a part of subdivision improvement. Only the heavy industrial areas are exempt from the ordinance requirement. The City Council is left with discretion to waive the underground requirement where it would cause disproportionate hardship on either the utility company or the developer. This General Plan proposes to: (1) provide underground utilities and cable television lines in all new areas, except heavy industrial, at developer expense; (2) underground existing utilities abutting new development at developer expense; and (3) underground existing utilities abutting existing development along major thoroughfares and other select areas, as provided for by the Public Utilities Commission. In existing areas, existing

overhead utility lines may be moved underground through a benefit district financed by abutting property owners. Such underground work could be in conjunction with revitalization of older areas. First preference should be given to areas of concentrated utility service.

c. Dedications, Reservations and Fees

In conjunction with, or at the same time as subdivision approval, various dedications, reservations and fees may be required. These provide for improvements related to the property or the overall needs of the City. Most requirements are directly pursuant to the State Subdivision Map Act, which should be consulted for detailed information.

(1) Dedications

According to the Subdivision Map Act, the City may require dedication of land for public purposes subject to acceptance reciprocal of the agency. Dedications may be imposed for streets, alleys, bicycle paths, drainage, public utility and other public easements. Improvements related to public transit, such as turnouts, benches and shelters, may be required, or fees in lieu thereof. In Oxnard, the dedication procedure is used for parks. Dedication of public beach or bay access is possible.

A matter related to dedication is the preservation of reasonable public access. The State has found, in the Subdivision Map Act, that public access to natural resources is to be preserved, including navigable waters and coastline or shoreline land below the ordinary high water mark. The local agency approving the subdivision is to determine and provide for such reasonable access.

(2) Reservations

The Subdivision Map Act also provides for reservation. This provision is followed in Oxnard for provision of school sites. Reservation differs from dedication in that the land is set aside for a public purpose for acquisition within a specified time, with a reciprocal binding agreement to purchase on the

part of the public agency. The reservation can be for various purposes, such as recreational facilities, fire stations, libraries, or other public uses. However, such reservation must be based on a specific plan or the Community Facilities Element, Recreation and Parks Element, or Public Buildings Element of the General Plan.

(3) Fees

The State Subdivision Map Act specifically provides for fees to defray the actual or estimated costs of surface and storm drainage, sanitary sewers, and bridges. The imposition of a fee instead of dedication is possible for park and recreation purposes. While not specifically covered by the Act, a fee may be required for schools. The General Plan program in Oxnard has continuously supported the need to accommodate all pupils generated within the Planning Area. However, residential growth, together with funding shortages and limitations, has created a need for new sources of school funds. Consequently, there is need to require new residential development to share the load of new students generated from such development.

3. Environmental Review

a. Introduction

A third short-range planning tool is the Environmental Impact Report (EIR) process. EIRs are informational documents prepared pursuant with the California Environmental Quality Act. In some cases, similar documents such as Environmental Impact Statements or Environmental Assessments or Review are required for federal-related projects. EIRs and similar documents inform City decision-makers and the general public of the environmental effects of various projects. EIRs fit within the large framework of the City's adopted Environmental Quality Protection Policy. In addition, EIRs can assist the function of environmental monitoring, which is required as part of the City's Annual Environmental Quality Report.

(City of Oxnard, Ordinance No. 1470, April 4, 1973).

b. Environmental Quality Protection Policy

In adopting this policy:

"The City Council (recognized) the profound impact of man's activity on the interrelations of all components of the environment, particularly those which influence population growth, economic development, allocations of resources and new and expanding technological advances. The City Council further (recognized) the critical importance of restoring and maintaining environmental quality for the benefit and enjoyment of the inhabitants of the Oxnard Plain. The (established) policy of the City of Oxnard (is consequently) ... to use all practical means and measures to foster the environmental welfare; to create and maintain conditions under which man and nature can exist in productive harmony; and to fulfill the physical, social and economic needs of present and future generations of Americans. (This policy recognized) that the environment comprises the totality of man's surroundings, social, physical, and economic - natural and man-made; it includes human, plant and animal communities and the forces which act on these three forms; and therefore, the term "significant effect" means any substantial or non-trivial impact on the environment." (Ibid.)

As pointed out in the City's policy, all City:

"plans, functions, programs, and resources are to be improved and coordinated to:

- (1) Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;
- (2) Assure for all citizens safe, healthful, productive, and aesthetically and culturally pleasing surroundings;
- (3) Attain the widest range of beneficial uses of the environment without degradation, risk to health or safety, or other undesirable and unintended consequences;
- (4) Preserve important historic, cultural and natural aspects of our national heritage, and maintain, wherever possible, an environment which supports diversity, and variety of individual choice;

- (5) Achieve a balance between population and resources use which will permit high standards of living and wide sharing of life' amenities;
- (6) Promote the conservation of existing resources, enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources;
- (7) Utilize systematic, interdisciplinary approaches which will insure the integrated use of the natural and social sciences and the environmental design arts in planning and in decision-making which may have an impact on man's environment; and
- (8) Study, develop and describe meaningful alternatives to recommend courses of action involving possible significant uses of existing resources, including land, air and water." (ibid.)

c. Annual Environmental Report

One method of carrying out the above policy is to report annually on the environment. This is a "progress report" on the preservation of improvement of environmental quality and protection. The City Planning Commission serves as the Environmental Quality Protection Commission (EQPC) and is required to report once a year on the state and condition of the environment. In addition, at the direction of the City Council or City manager, the EQPC may make studies and report thereon, including recommendations as to new environmental policy and legislation. (Ibid.)

The annual report on the state of the environment could assist in evaluating proposed development. This report would include analysis of the cumulative environmental impacts and growth-inducing aspects, along with their consistency with other mandated General Plan elements and implementing programs, such as zoning and the Capital Improvements Program. By review in January, proposed development could be tied to the next year's Capital Facilities Planning Program, which is adopted in July.

Review of the annual Public Works Programs and a report as to conformity with the General Plan is now mandated in State law (Section 65401). To effectively administer the General Plan process, State law also requires that the Planning Department prepare a report on the status of the plan and progress in its application (Section 65400).

These reports could be coordinated with the Annual Report on the Environment. This could be very meaningful in terms of providing decision-makers with a tool for planning the City's development on a yearly basis. There would be comprehensive evaluation of the effects of major decisions on the environment.

d. Environmental Impact Reports

An EIR is an informational document which describes the social, economic and physical effects of a proposed action. As such, it functions as a basic decision-making tool in project evaluation. The EIR should also be used as a mechanism to integrate environmental considerations into the overall planning process.

An EIR provides "an evaluation of a project to determine whether it may have a significant effect on the environment, to examine and institute methods of reducing adverse impacts, and alternatives to the project as proposed. The EIR contains a section for comments received in the consultation process from agencies and persons. The degree of specificity required in an EIR (corresponds) to the degree of specificity involved in the underlying activity described in the EIR." (City of Oxnard, Resolution No. 6179, February 5, 1976).

"The EIR (focuses) on secondary effects that can be anticipated to follow the adoption of a comprehensive zoning ordinance or element of a general plan, but it may not be as detailed as a report on specific construction projects that follow." (Ibid.)

A detailed description of a project is part of an EIR. EIRs also require a detailed description of the environment near the project both from a local and regional standpoint. The environmental impacts of a project must be discussed as well as mitigation methods and alternative projects. Specifically, an EIR must address the following topics:

- (1) A description of the project and its complete environmental setting;
- (2) The environmental impact of the proposed action, beneficial and adverse;
- (3) Any adverse environmental effects which cannot be avoided if the proposal is implemented;
- (4) Mitigation measures proposed to minimize adverse impacts;

- (5) Meaningful alternatives to the proposed action, including no action;
- (6) The relationship between local short-term uses of man's environment and the maintenance and enhancement of long-term productivity;
- (7) Any irreversible environmental changes which would be involved in the proposed action should it be implemented;
- (8) The growth-inducing impacts of the proposed project;
- (9) Effects found not to be significant;
- (10) Responses to citizen and other agencies' input;
- (11) Organizations and persons consulted; and
- (12) Water Quality aspects.

In addition to these requirements of State law, this General Plan proposes that EIRs in Oxnard contain the following information:

- (13) Economic benefits and liabilities; and
- (14) Social benefits and liabilities.

Pursuant to State law, the City shall not approve or carry out a project for which an Environmental Impact Report has been completed which identifies one or more significant effects of the project unless the City makes one or more of the following findings:

- (1) "Changes or alterations have been required in, or incorporated into, the project which mitigate or avoid the significant environmental effects thereof as identified in the final EIR.
- (2) Such changes or alterations are within the responsibility and jurisdiction of another public agency and not the agency making the finding. Such changes have been adopted by such other agency or can and should be adopted by such other agency.
- (3) Specific economic, social, or other considerations make infeasible the mitigation measures or project alternatives identified in the final EIR".

These findings need not be made if the City has concurrent jurisdiction with another agency to deal with identified feasible mitigation measures or alternatives. However, if the City does not have concurrent jurisdiction, the findings must be supported by substantial evidence in the record.

In addition to these findings, this General Plan proposes a change based on EIR findings: Any new project for which the cumulative impact on public services and facilities has not been provided shall not be approved.

The law concerning EIRs is continually evolving. Consequently, current ordinances, resolutions, and enabling legislation should be consulted for up-to-date environmental regulations. One suggestion is development of "master EIRs" for large projects, neighborhoods, or an element of the General Plan. Such documents could clarify and interrelate all impacts and mitigation measures, providing a full and broad understanding of the cumulative impacts of development. This would save valuable processing time when individual phases are undertaken.

4. Development Review

Development review is another implementation technique cited as an implementation procedure in the State Guidelines. Development review includes procedural integration of all codes and ordinances in light of City policies. Such evaluation takes place through inter-departmental review of development proposals, through evaluation of General Plan conformity, and through the Environmental Impact Report process. In addition, referral to agencies outside the City is a routine part of the planning process. In Oxnard, development review is provided through standing committees, such as the Staff Committee on Community Development and the Staff Advisory Committee. The former emphasized broader policy review and major projects, while the latter meets more frequently and emphasizes precise, technical review of proposed development. The City should improve these techniques as well as develop new ones, such as an architectural review board.

5. Code enforcement is also cited as an implementation tool in the State Guidelines. In order to be effective, codes must be enforced. Enforcement of land use and related regulations, such as building and housing codes, has special problems. Code enforcement affects personal ownership of real estate, which is a sensitive topic. Code enforcement deals with problems and attitudes not found, for example, in issuing a parking or speeding ticket. For such reasons, code enforcement is often only done on a case-by-case complaint

basis. However, documenting and processing code violations is a vital and important link in the implementation process; systematic and comprehensive code enforcement must be undertaken to prevent deterioration of residential, commercial, and industrial areas.

In compliance with code enforcement, residential property owners should not be compelled by ordinance to hire a contractor. Residential property owners should be allowed to maintain, repair or install electric, plumbing, roofing or any other work related to the upkeep of their homes and rental property. These provisions should be allowed as long as work is performed in accordance with the Building Code and the Business and Professions Code, wherein owners are exempted from the Contractor's License Law when they do work on their own property, so long as they do not intend to offer the property for sale. Proof of sale or offer for sale within one year is presumptive evidence that the work was done for purposes of sale.

Lastly, this General Plan proposes that the City adopt an ordinance requiring that code violations, additions or conversions at the time of sale.

6. Private Sector Incentive

Lastly, private sector incentives are suggested by State Guidelines. Many aspects of public actions automatically encourage and provide incentives for the private sector. Broadly, all implementation techniques have implications for the private sector.

At a minimum, the selection of implementation techniques should always consider the effect on the private sector's inclination to build and improve the City. In addition, private development with public benefits may receive special consideration. In either case, there should be consideration of good design and sound land use relationships.

ENERGY USE AND CONSERVATION

1. Background and Assumptions

Energy use and conservation merits special consideration in implementing this General Plan. There is complex interplay between land use and circulation in the use of energy. Energy use and conservation, consequently, require a comprehensive and synergistic point of view.

Energy utilization and distribution should consider current, approved land use and population futures. For example, electric utility forecast updates are required by the new State agency, the Energy Resources Conservation and Development Commission. The Commission is developing a regulatory program for electric utilities. This General Plan is based on anticipated continuation of current trends. Consequently, no major breakthroughs in unconventional energy sources, such as use of solar energy, are assumed. This is not to say that such steps are not necessary. Further detail awaits completion of many studies at the County, regional, State, and, perhaps, national levels.

This General Plan, consequently, assumes a 1990 land use pattern without evaluation of alternatives and their energy impacts. Such analysis is possible through the subject EIR. EIRs are required to consider alternatives under State law. Under the California Environmental Quality Act, the EIR should also include a discussion of measures to reduce the inefficient and unnecessary consumption of energy.

2. Energy Planning Mandates

Planning for energy use and conservation is relatively new in the mandated planning process. For example, the State General Plan Guidelines, September 1973, contain little mention of energy. However, newer federal mandates strongly emphasize energy considerations.

Federal mandates are found in the Rules and Regulations for the Land Use Element (701). These require that: (1) the City should consider "Identification of ... utilities ... required to support projected uses of land"; (2) the City should review the "Distribution of growth, including possible locations for new communities, large-scale projects and key facilities"; and (3) the planning process should include:

"The conservation of energy through land use strategies designed to reduce energy consumption and the development of policies designed to facilitate the recovery of energy

resources in a manner compatible with environmental protection and future reuse of lands".

In addition, County-wide planning programs must include energy considerations. For example, the federally-designated area-wide waste treatment program is mandated to consider the consistency of the General Plan (701) to this other program (208).

Many of these requirements extend beyond the usual scope of urban planning. One example is the on-shore impact of development of off-shore oil. Development such as this requires closer cooperation and coordination of government at all levels.

When viewed together, these federal mandates suggest need of a thorough energy utilization and conservation program. This should be an Energy Element of the General Plan, including policies guiding land use decisions.

3. Land Use and Circulation

This General Plan uses a number of strategies to conserve energy. These strategies center on reduction of vehicle miles traveled through sound land use and circulation planning. A conjunctional benefit is reduction of air pollution. These strategies include the following:

a. A Viable Central Business District

This General Plan supports a vigorous Central Area surrounding the Central Business District (CBD). This area would concentrate a variety of private and public facilities. Oxnard's CBD, unlike other cities, is in the approximate center of the City's present and future service area. Consequently, both private and public activities can be accomplished with a certain amount of efficiency and minimization of vehicle miles traveled.

The centralization of government services, such as City Hall, police, courts, and the library, is cost-efficient. Furthermore, the relationship between the relatively high employee density of government and other office buildings provides a desirable pedestrian relationship. Therefore, a strong professional and commercial community in the Central Area is proposed in the interest of efficient pedestrian movement. In addition, such centralization makes sense in terms of mass and rapid transit. Such centralization also increases the possibility of transit "mini-systems", such as

moving sidewalks, electric trams, or shuttle buses, to move people and goods in and around the Central Area.

b. Dispersal of Shopping Centers

This General Plan contains the concept of several categories of shopping center dispersed throughout residential communities. Shopping for convenience services and some comparison shopping is possible without the necessity for a trip to a regional center or the CBD. This results in fewer vehicle miles traveled. These shopping centers may become the nuclei of other activities and further reduce vehicle miles traveled.

c. Dispersal of Employment Centers

Industrial areas and other employment centers are located in different portions of the City. This insures a home-to-work pattern that is not all one direction in the morning and the opposite direction in the evening. An additional benefit is greater equity in assessed evaluation among elementary school districts, although this is less important because of recent court decisions. Dispersed employment centers permits provision of a more uniform street system and greater convenience to residents.

d. Community Organization

This General Plan recognizes that residential neighborhoods are grouped into communities. Some services and facilities to serve each community identification. Concentration of activities within the community generates more efficient travel patterns. Junior high schools, district and community shopping centers, and community parks could be sited in adjacent or common locations to increase efficiency in utilities and transportation, even though each has distinct locational criteria, and separate functions and linkages. Such nucleation has several advantages: (1) provision for a more efficient bus system; (2) sharing of parking facilities where parking needs peak at different times; and (3) provision of a pedestrian system tying together these facilities. Centralizing these facilities within the community they serve will reduce vehicle miles traveled compared to other systems.

e. Classification of Parks

The General Plan presently proposes a hierarchy of parks, including mini parks, neighborhood parks, community parks and City-wide parks. The classification and assignment of the appropriate functions to each park permits more efficient development and operation and is efficient in terms of travel and use. Neighborhood parks, for example, are used predominantly by the young, and are located in close proximity to residential areas to permit pedestrian access. Community parks are used by a somewhat older and broader group of citizens. The General Plan's standards permit relatively short trips to use these facilities. City-wide parks, however, offer "one of a kind" park services, such as a zoo, botanical garden, stadium, etc. This last category deserves further study in the interest of reduction of vehicle miles traveled.

f. Decentralization of County-wide Activities

This General Plan, in contrast to the 1969 General Plan, does not consider Oxnard to be the dominant urban center of Ventura County. The 1969 General Plan proposed several goals to capitalize on the growth in the County to intensify Oxnard's role in economic development. The importation of the labor force, and the importation of shoppers, is a mixed blessing. On the one hand, the prospect of additional consumers of goods and services for profit is an advantage. However, there are liabilities of the large daytime population in terms of the expanded thoroughfare and transportation system, as well as other required services which are rendered at a cost rather than a profit, such as police, fire, street repair, sewers, water, trash removal, etc. It now appears that the requirements to prevent deterioration of our air will not allow us the luxury of being the dominant urban center. Urban in today's context seems more synonymous with congestion and pollution. The concept of a "balanced community" is introduced in this General Plan. The provisions of jobs and shopping goods for the Oxnard area, rather than the whole County, avoids excessive trips, reducing vehicle miles traveled and air pollution.

g. Thoroughfare Interconnection

This General Plan, in contrast to the 1969 General Plan, does not propose an extensive system of thoroughfares connecting Oxnard and Ventura and Camarillo. Certain specific new connections are recognized, such as the Victoria Avenue crossing of the Santa Clara River. Other connections, such as Colonia Road, and Wooley Road to Camarillo, have been de-emphasized.

h. Alternative Modes

This General Plan proposes additional design consideration of alternative modes such as buses, bikeways, and pedestrian ways. Use of these alternative modes can significantly reduce vehicle miles traveled and air pollution. However, as emphasized in the Circulation chapter, concomitant support is needed from State and federal governments and private industry to reduce dependency on the automobile.

4. Development and Management

a. Introduction

Full use of new techniques of management and conservation can save significant amounts of energy and preserve existing standards of living. These are in addition to the above land use and circulation strategies, extending beyond the traditional scope of a general plan which has historically concentrated on urban physical form. Consequently, these involve local initiative in relatively new, untried areas.

Traditionally, local government has not had the resources or inclination to develop new energy use and conservation technology. Much of the initiative has come through the State. New State regulations, for example, have been adopted concerning heat loss from residential structures. Similarly, the State is involved in setting minimum standards of energy efficiency for appliances.

b. Energy Development

Certain criteria govern development of energy sources and their delivery, including production or generation, transportation, and storage:

(1) Environmental Goals

Energy development should respect, or enhance, achievement of other environmental goals including air quality, water quality, and public safety. Federal and State standards should be followed, including direct and indirect effects.

(2) Consumption Efficiency

Energy development should minimize consumption while maximizing productivity. Consequently, efficient, low-cost sources of energy should be favored over wasteful, high-cost sources. Use of gas to produce electricity is an example of a wasteful use. On the other hand, direct use of a primary fuel (e.g. gas or oil) to heat a building is much more efficient.

(3) Loss Mitigation

Losses in the generation and transmission energy should be minimized. For example, low voltage transmission lines, required for lower residential densities, have higher energy loss. This problem is mitigated by clustered or higher density development. Existing housing should retrofit with heat insulation.

(4) Alternative Sources

Alternative sources of energy should be encouraged. Through demonstration projects and special incentives, the City can encourage public acceptance of alternative sources. One example is preservation of "sun rights" to allow workable installation of solar heating devices. Sources deserving additional exploration include solar, wind, solid waste, methanol, coal, geothermal, and tidal generation. Others, such as nuclear fusion and fission and hydropower, are coming under more critical scrutiny or have decreasing significance as energy sources.

c. Energy Consumption

Many opportunities exist, within each land use sector, to improve the efficiency of energy consumption. These are in addition to fundamental land use and transportation opportunities discussed

earlier. Over the long run, these strategies can be cost-effective and allow for continuation of the existing standard of living. However, certain changes in social patterns and habits may be necessary.

(1) Residential

Many advantages result from higher density including: lowering of transmission loss of low voltage lines; improved space and water heating; lower costs of heating and cooling smaller units; etc. These advantages are in addition to the significant savings in transportation costs. Regardless of density, energy savings are possible from improved personal habits, such as turning off the lights and lowering thermostats.

(2) Commercial

Commercial land uses rely predominantly on electric power. Energy reduction is possible through reduced lighting and lower thermostat settings. Improved methods of heating and cooling can also reduce energy consumption.

(3) Industry

Because of scale, certain techniques are especially suitable to industry. One technique is the scheduled distribution of electric loads. There are opportunities to generate energy as a by-product of industrial operations. For example, waste heat can generate electric power through steam turbines.

(4) Agriculture

Agriculture is unique in energy consumption in several respects. It indirectly consumes fossil fuels, since they are used for fertilizers and feedstocks. Agriculture is very time-dependent inasmuch as energy-consuming farm operations must be performed on schedule, subject to the climate. Energy consumption for farm equipment and transporting goods is critical at certain times within the farming cycle.

(5) Public

Many public uses have the advantage of being under direct control of the City. Consequently, there is the opportunity to demonstrate innovative energy use and conservation techniques in public buildings and public works. For example, public buildings could demonstrate how large, mature planting could be used to control light and heat. Similarly, public buildings could explore alternatives to conventional compressive refrigeration air conditioning. In public works, street lighting could explore use of the high pressure sodium (HPS) type lamps.

The City should also recognize that stop and go traffic contributes to energy waste. Consequently, periodic or annual surveys should be conducted leading toward elimination of stop and go traffic.

d. Solar Energy

There is growing awareness of the sun as an energy source. Oxnard should reflect this concern through regulation of new development. As consumer interest in solar energy systems grows, Oxnard will have to examine development regulations for provisions to assure access to sunlight. New provisions should insure that interference with sunlight will not occur in the future. These provisions would affect both subdivision and zoning ordinance.

To insure access to sunlight for solar energy systems, the solar collectors of residential, commercial, and industrial buildings must be oriented to the south and protected from shading by other buildings, topography, and vegetation. The adequacy of solar access for a building site, of course, depends on how projects are designed and laid out by developers. Land use regulations determine many of the important project design details which can affect the workability of solar systems. For example, development regulations, such as lot size and side yard requirements, may make it possible to design development with correct orientation to the sun and adequate protection from shading. Many things that could interfere with access to sunlight, such as building heights and

landscaping, could be modified to guarantee that property owners with solar energy systems will have long-term access to sunlight.

These assurances should be, after further study, applicable to commercial and industrial, as well as residential areas. As noted above, public buildings can lead the way in provision for, and access to, use of solar energy.

CIRCULATION IMPLEMENTATION

INTRODUCTION

Circulation and land use are part of an overall system, consisting of activities or nodes and the means to get to and from them. Most of the implementation tools relevant to the Land Use Element, as discussed above, are equally relevant to circulation.

A separate section on circulation implementation is included here to note implementation tools specified by State Guidelines

for the Circulation Element. This is in accordance with the concept, as originally included in the General Plan work program, of conforming therein to all State and federal provisions. Only State provisions are herein reflected, since there is no federal provision for a Circulation Element for local general plans.

IMPLEMENTATION TOOLS

1. Interagency Liaison

To insure that the policies of the Circulation Element are implemented, liaison must be continued with all federal, State and regional agencies. Because of lack of funding sources for major circulation investments, such coordination is crucial. Secondly, transportation means and modes are often inter-urban in scope. The Ventura County Association of Governments is the subregional agency for this area.

A State-wide transportation planning process has been enacted, within which Ventura County is a designated subregion. A hierarchy of interrelated plans are developed at the subregional, regional, and State-wide levels. In turn, such comprehensive, coordinated planning is required by federal mandates. Federal mandates also require coordination of transportation planning with other concerns, such as wastewater management and air quality maintenance. Oxnard participates and should continue to participate in this process.

2. Select System

As suggested by State Guidelines, the localities should designate a local system of thoroughfares and collector streets eligible for State Highway Trust Fund monies. The City has participated in this process for many years. The designation generally corresponds to the thoroughfare system shown in the General Plan. However, certain other streets may be shown, such as non-thoroughfare streets in older areas subject to heavy volumes.

Because of the changing need for street improvements, the Select System designations change more frequently than the overall future system shown in the General Plan. Recently, State gas tax monies have become more available for improving other than Select System street.

3. Grants

State Guidelines stress the use of grants as an implementation tool for the Circulation Element. Continuous investigation is necessary because of the diversity and complexity of sources at a regional, State and federal levels. Such grants extend beyond streets and highways and also include financing for mass transit, hiking, biking and riding trails, and scenic highways. All such sources should be continuously monitored and centrally coordinated.

4. Rights-of-Way

Dedication and designation of rights-of-way in advance of development is stressed by the State Guidelines. Such designation generally occurs for major thoroughfares. Some thoroughfares are designated by generalized location. With local residential streets, the general alignment is specified at the time a tract is approved. This design often follows a previously adopted Neighborhood Specific Plan. Dedication, or reservation for future dedication, may be used in conjunction with use permits, planned

development permits, and divisions of land. As indicated by the State Guidelines, designation and dedication are possible for paths and trails, such as pedestrian ways and bikeways.

5. Special Assessment Districts

Another implementation tool is the use of special assessment districts, as indicated by the State Guidelines.

Such a solution depends on voter approval in the area to be served, and would be administered by the existing City government. This solution may be used for street improvements, construction of bridges, public transit and parking. In Oxnard, this concept has been extended to include a waterway maintenance district. Many advantages and disadvantages accrue to special assessment districts. While they assign financing responsibilities to the property owner, such arrangements may be a "hidden cost" to a new property owner. In addition, special assessment districts should be evaluated and compared to less complicated methods. For example, new streets can be developed through the City's pave-out policy without the need for a special district. The special assessment district may be a better solution, however, to revitalize the street system or parking in older areas. Such solutions should be studied on a case-by-case basis. Use of tax increment financing in a redevelopment project area can be used in a manner similar to an assessment district. The increased taxes resulting from redevelopment can pay for improved roadways.

6. Direct Acquisition

State Guidelines note that the local agency may acquire rights-of-way or easements directly and construct improvements using local sources of funds. This procedure is generally not followed when other sources are available. The City generally does not finance street improvements out of general fund monies. In only a few cases, similarly, does the City go out and directly acquire rights-of-way or easements.

7. Miscellaneous

City involvement in transportation implementation includes coordination of major cable and pipeline locations used to transmit telegraph, telephone and television signals. Major pipelines are used to carry oil and natural gas to, or through, Ventura County.

GLOSSARY

Acre: Unit of land measure; 43,560 square feet.

Acre: - gross residential: Includes all land, except for thoroughfares and nonresidential uses.

Acre: - net residential: Includes all land, except for streets and alleys and nonresidential uses.

Airport Compatible: (See Aviation Compatible)

Airport Related: Uses which require direct access to an airport.

Alley: Any public thoroughfare for the use of pedestrians or vehicles, not less than ten (10) feet nor more than thirty (30) feet wide, which has been deeded or dedicated to the City as a secondary means of access to abutting property.

Amtrak: Passenger operation on existing railroads by the National Railroad Passenger Corporation.

Annexation: The absorption of an area of land by a governing body into its jurisdiction.

APLUC: The Airport Land Use Commission. The APLUC is an appointed body mandated by State law and charged with attaining, through land use planning and zoning, compatible land use around airports. In Ventura County the Ventura County Association of Governments (VCAG) has been designated as the APLUC.

Aviation Compatible: Refer to the definition found on Page 54 of the General Plan.

Central Area: The commercial area located adjacent to and including the Central Business District.

CBD: Central Business District: The principal area described in the General Plan, containing the retail, commercial, governmental, and service functions of Oxnard.

CEQA: (The California Environmental Quality Act of 1970) A review process that considers the possible adverse impacts of public and private projects.

City Parks: (See Parks - City)

Code Enforcement: Administration and enforcement of minimum standards for occupancy.

Collector Street: (See Street - Collector)

Community Parks: (See Parks - Community)

Community Shopping Center: (See Shopping Center - Community)

Contract Zoning: The establishment of conditions in connection with a rezoning.

Convenience Market: A grocery store near to residences. It features easy access to a limited choice of items by combining extended hours of service with "one of a kind" shopping.

Dedication: Donation of land to a public entity, required as a condition for approval of a development.

Density: The average number of housing units, families, or persons occupying a site; usually expressed "per acre".

Department Store: A large retail store emphasizing quality rather than discount prices, selling a wide variety of goods ranging from clothing to appliances.

District Shopping Center: (See Shopping Center - District)

D. U.: (Dwelling Unit) A building or a portion of a building occupied exclusively by one household for residential use. This does not include buildings or portions of buildings occupied by transients.

E.I.R.: (Environmental Impact Report) Document required by CEQA to evaluate possible adverse impacts of public and private projects.

Freeway: Highway with full control of access and complete grade separation.

Heavy Industrial: Definition given on Page 46.

Highway Related Commercial: Includes such uses as transient accommodations which include eating, sleeping, fuel and auto repair facilities when located at intersections with or along State Highways, freeways or other designated major routes.

Household: The occupant(s) of a housing unit.

Housing Stock: The type of quantity of housing units in a geographic area.

Housing Unit: (See Dwelling Unit)

Improvements: Facilities necessary to transform raw land into land usable for development. This includes: roads, streets, sewer, drains, sidewalks, etc.

Industrial - Heavy: Definition given on Page 46.

Industrial - Light: Definition given on Page 46.

Industrial - Limited: Definition given on Page 45.

In-fill: (See round out/fill in)

Interchange: A place on a freeway where traffic can enter or depart.

Junior Department Store: A discount retail store. A large store, but smaller than a department store, and not the same quality of quantity of goods. K-Mart is an example.

Land Use: How a parcel of land is utilized.

Light Industrial: Definition given on Page 46.

Limited Industrial: Definition given on Page 45.

Local Street: (See Street - Local)

MGD: Million gallons per day.

MW: Million watts. Used for electrical capacity.

Mini-Park: (See Park - Mini)

Multi-Service/Community Centers: A facility for providing services to the public on a community level. It can include government offices, meeting rooms and recreational facilities.

Neighborhood: A specific area of the City, bounded by definite boundaries, such as thoroughfares, freeways, railroads and natural barriers.

Neighborhood Park: (See Park - Neighborhood)

Neighborhood Shopping Center: (See Shopping Center - Neighborhood)

Open Space Connectors: A system of lineal open space, to connect areas of open space with each other and urban activity centers. See Page 65 for diagram.

Oxides of Sulphur: (See SO_x)

Overzoning: Zoning more land area than is expected to be needed for a particular use. For example, overzoning for industry can lead to industrial development in scattered areas, precluding land from being used for other purposes.

Park - City: A unique "one of a kind" park that attracts uses from throughout the City. Examples include a golf course, zoo or city beach park.

Park - Community: A park that serves the recreational needs of an entire community for organized sports. It is designated to serve larger numbers of people, both day and night, than is a neighborhood park.

Park - Mini: A small park provided where land is not available for a neighborhood park.

Park - Neighborhood: Serves the informal recreational needs of the neighborhood. Designed primarily for children and passive adult recreation.

Park/School: (See School/Park)

Performance Standards: Sets standards for density, intensity, open space, noise, odor, heat, glare, vibration, air quality, traffic and similar categories. Rather than a use being categorically permitted or denied, a use may be permitted if it can achieve the required standards.

Phasing: Determines location of future development, by guiding future development to areas served by facilities.

Planned Development Permit: A zoning additive to provide reasonable controls to properties of special importance to orderly development.

Regional Shopping Center: (See Shopping Center - Regional)

Reservation: Land is set aside to be purchased by a public entity (such as schools) for a specific price and within a specified time.

Right-of-Way: Land over which a road or other transportation mode or easement for public utility passes.

RLUP: The Regional Land Use Program. A coordinated County program managing common elements of certain State and Federal mandated programs: the Subregional Transportation Plan; Spheres of Influence Plan; Area-wide Wastewater Management Program (208); and the Air Quality Maintenance Plan.

Round Out/Fill-in: Developing out to the boundary of a neighborhood, or to the limits of an industrial or commercial area, while encouraging development in empty areas within existing development.

Sanitary Landfill: A method of solid waste disposal with appropriate State, County and/or City Approval.

School/Park: The City acquires an oversized park in a neighborhood, that in the future can be used for either school or park.

Service Area: The area where a particular service is provided within. Can refer to present only, or anticipated future expansion.

701 Program: The Comprehensive Planning Assistance Act program. A program to provide financial assistance for comprehensive planning to State and local governments, funded by the U. S. Department of Housing and Urban Development.

Shopping Center - Community: Definition given on Page 41.

Shopping Center - District: Definition given on Page 40.

Shopping Center - Neighborhood: Definition given on Page 40.

Shopping Center - Regional: Definition given on Page 41.

SCAT: South Coast Area Transit. A joint-powers agency producing public transit in and between certain cities in Ventura County.

Special Assessment District: A special district formed by the voters in the area to be served. It provides various public facilities that include bridges, street improvements, street lights and even police and fire protection.

Special Use Permit: Required of certain uses that may be "appropriate" in a zoning district, but only if specific conditions are met.

Specialized Commercial: Includes all other commercial uses not found in shopping centers or in the CBD or areas defined as strip commercial.

Specific Plan: A short or middle range plan that details more precise actions for the whole City or for specific areas.

Sphere of Influence: The ultimate physical boundary and service area of Oxnard as identified and regulated by the Local Agency Formation Commission (LAFCO).

Sphere of Interest: The major, exclusive geographic area for the City of Oxnard, as identified and regulated by LAFCO.

Stacking Zone: A zone where a less intensive use is permitted in a more intense zone. For example, a single residence would be allowed in an R-3 zone, but apartments would not be allowed in an R-1 zone.

Street - Collectors: Are designed to move traffic from thoroughfares to local streets and provide internal circulation within a neighborhood.

Street - Local: Primarily provides access to abutting property. Through traffic is not encouraged.

Strip Commercial: Consists of commercial activity developed along either a thoroughfare or a collector. Lack of sign and architectural controls result in chaotic appearance. It is usually deficient in offstreet parking, landscaping, and collective ingress or egress.

Structure: Any facility constructed or erected on the ground or attached to a facility located on the ground.

Subdivision: Division of land for purposes of sale, leasing or financing, into smaller parcels.

SOx: Oxides of Sulphur. Air pollutants, primarily made up of sulphur dioxide.

Supermarket: Large retail grocery store. Serves as the anchor store in a district shopping center.

Tenure: The manner of holding or using property, i.e. lease, rent, fee simple, etc.

Thoroughfare: Provide the principal facilities for traffic movement within the City and County. They provide the basic transportation links between different areas and uses in the City.

208 Program: The area-wide Wastewater Management Program. A program to develop and implement wastewater treatment plans to control water quality problems resulting from existing and future land uses. The 208 Program is funded by the U. S. Environmental Protection Agency (EPA) and is the responsibility of the Ventura Regional County Sanitation District.

Urban Limit Line: Boundary of projected future urban expansion. Development beyond this line is strongly discouraged.

U.W.C.D.: United Water Conservation District. Provides substantial amounts of water to Oxnard and surrounding farms.

Variance: A device which grants a property owner relief from certain provisions of a zoning ordinance when, because of the particular physical surroundings, shape or topographical condition of the property, compliance would result in a particular hardship upon the owner, as distinguished from mere inconvenience.

V.C.R.R.: Ventura County Railroad. Local freight line that serves the Naval Construction Battalion and adjacent industrial users.

Zoning: Definition given on Page 142.

Zoning District: An area of the City designated in the text of the Zoning Ordinance and delineated on the Zoning Map. Requirements for type of use and building and development standards are prescribed.

Oxnard Existing zones: In addition to proposed new zones, this General Plan recognizes the importance of existing zones. The following zones are found in the Zoning Ordinance, as of the date of adoption of this General Plan. Through implementation of this General Plan, the following list would change as new zones are added, old zones are dropped, or modifications are otherwise made to the City Code. Furthermore, the list is only illustrative, inasmuch as the City Code must be consulted for a detailed listing of what is permitted in each zone.

(1) R-1, One-family Zone: A zone permitting low density, exclusively single-family dwellings.

(2) R-B-1, One-family Beach Zone: A zone permitting low density single-family dwelling in beach areas.

(3) R-W-1, Single-family, Water Oriented Zone: A zone permitting low density, single-family dwellings on lots located in close proximity to dedicated inland waterways.

(4) R-W-2, Townhouse Water Oriented Zone: A zone permitting townhouses on lots abutting dedicated inland waterways.

(5) R-2, Multiple Family Zone: A zone permitting low density multiple dwellings of residential character suitable for location abutting single-family dwellings.

(6) MH-PD, Mobile Home Planned Development: A zone permitting exclusively low density mobile home parks.

(7) R-3, Garden Apartment Zone: A zone permitting moderate density multiple dwellings suitable for location abutting commercial centers and in other locations where medium density is warranted.

(8) R-4, High Rise Residential Zone: A zone permitting high density, high rise apartments, and other suitable uses, located within the metropolitan core, and in other selected areas.

(9) C-0, Commercial Office Zone: A zone permitting low-profile professional uses suitable for location abutting residential uses and high rise offices and related uses in selected locations.

(10) C-1, Neighborhood Shopping Center Zone: A zone permitting convenience shopping and personal services located in a unified manner primarily to serve the neighborhood within which it is located, with development standards and performance standards suitable for locations abutting residential uses.

(11) C-2, General Commercial Zone: A zone permitting general commercial uses and certain related uses as specified.

(12) C-M, Commercial and Light Manufacturing Zone: A zone permitting selected commercial retail sales and service and for light manufacturing, including warehousing, distributing and storage and wholesale activities, with development standards suitable for location within the commercial and industrial districts shown on the General Plan.

(13) M-L, Limited Manufacturing Zone: A zone permitting manufacturing uses as specified.

(14) M-1, Light Manufacturing Zone: A zone permitting light manufacturing uses as specified.

(15) M-2, Heavy Manufacturing - Group Housing Zone: A zone permitting heavy manufacturing uses as specified, as well as group housing for one hundred or more male agricultural or industrial workers. By approval as a special related use.

(16) C-R, Community Reserve Zone: A zone permitting district of predominately open land uses which, in the public interest, should retain such character.

(17) A-0: A zone permitting uses permitted in the R-1 zone, agricultural uses, and oil drilling and related uses.

U.C. BERKELEY LIBRARIES



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